



***CABINET***  
***Monday, 23rd June, 2014***

You are invited to attend the next meeting of **Cabinet**, which will be held at:

**Council Chamber, Civic Offices, High Street, Epping**  
**on Monday, 23rd June, 2014**  
**at 7.00 pm .**

**Glen Chipp**  
**Chief Executive**

**Democratic Services**  
**Officer**

Gary Woodhall  
The Directorate of Governance  
Tel: 01992 564470  
Email: [democraticservices@eppingforestdc.gov.uk](mailto:democraticservices@eppingforestdc.gov.uk)

Members:

Councillors C Whitbread (Leader of the Council) (Chairman), Ms S Stavrou (Deputy Leader) (Vice-Chairman), R Bassett, W Breare-Hall, Mrs A Grigg, Ms H Kane, A Lion, J Philip, D Stallan and G Waller.

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<p><b>PLEASE NOTE THE START TIME OF THE MEETING</b></p>
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**1. WEBCASTING INTRODUCTION**

- (a) This meeting is to be webcast;
- (b) Members are reminded of the need to activate their microphones before speaking; and
- (c) the Chairman will read the following announcement:

"I would like to remind everyone present that this meeting will be broadcast live to the Internet and will be capable of subsequent repeated viewing, with copies of the recording being made available for those that request it.

By being present at this meeting, it is likely that the recording cameras will capture your image and this will result in your image becoming part of the broadcast.

You should be aware that this may infringe your human and data protection rights. If you have any concerns then please speak to the Webcasting Officer.

Please could I also remind Members to activate their microphones before speaking.”

**2. APOLOGIES FOR ABSENCE**

(Director of Governance) To be announced at the meeting.

**3. DECLARATIONS OF INTEREST**

(Director of Governance) To declare interests in any item on this agenda.

**4. MINUTES**

To confirm the minutes of the last meeting of the Cabinet held on 19 May 2014 (previously circulated).

**5. REPORTS OF PORTFOLIO HOLDERS**

To receive oral reports from Portfolio Holders on current issues concerning their Portfolios, which are not covered elsewhere on the agenda.

**6. PUBLIC QUESTIONS**

To answer questions asked by members of the public after notice in accordance with the motion passed by the Council at its meeting on 19 February 2013 (minute 105(iii) refers) on any matter in relation to which the Cabinet has powers or duties or which affects the District.

**7. OVERVIEW AND SCRUTINY**

(a) To consider any matters of concern to the Cabinet arising from the Council's Overview and Scrutiny function.

(b) To consider any matters that the Cabinet would like the Council's Overview and Scrutiny function to examine as part of their work programme.

**8. ANNUAL PROGRESS REPORT ON THE COUNCIL HOUSEBUILDING PROGRAMME - 2013/14 (Pages 5 - 12)**

(Housing Portfolio Holder) To consider the attached report (C-001-2014/15).

**9. PROPERTY DISPOSAL - LINDSAY HOUSE, 15 LINDSAY STREET, EPPING (Pages 13 - 20)**

(Asset Management & Economic Development Portfolio Holder) To consider the attached report (C-005-2014/15).

**10. GREEN BELT REVIEW UPDATE (Pages 21 - 40)**

(Planning Portfolio Holder) To consider the attached report (C-002-2014/15).

**11. BALDWINS HILL CONSERVATION AREA CHARACTER APPRAISAL AND ARTICLE 4 DIRECTION (Pages 41 - 90)**

(Safer, Greener and Transport Portfolio Holder) To consider the attached report (C-003-2014/15).

**12. PROPERTY TRANSFER - VICTORY HALL, HAINAULT ROAD, CHIGWELL (Pages 91 - 98)**

(Asset Management & Economic Development Portfolio Holder) To consider the attached report (C-004-2014/15).

**13. CORPORATE PLAN KEY OBJECTIVES - 2013/14 OUTTURN (Pages 99 - 128)**

(Leader of the Council) To consider the attached report (C-006-2014/15).

**14. ANY OTHER BUSINESS**

Section 100B(4)(b) of the Local Government Act 1972, together with paragraphs (6) and (24) of the Council Procedure Rules contained in the Constitution require that the permission of the Chairman be obtained, after prior notice to the Chief Executive, before urgent business not specified in the agenda (including a supplementary agenda of which the statutory period of notice has been given) may be transacted.

In accordance with Operational Standing Order 6 (non-executive bodies), any item raised by a non-member shall require the support of a member of the Committee concerned and the Chairman of that Committee. Two weeks' notice of non-urgent items is required.

**15. EXCLUSION OF PUBLIC AND PRESS**

Exclusion

To consider whether, under Section 100(A)(4) of the Local Government Act 1972, the public and press should be excluded from the meeting for the items of business set out below on grounds that they will involve the likely disclosure of exempt information as defined in the following paragraph(s) of Part 1 of Schedule 12A of the Act (as amended) or are confidential under Section 100(A)(2):

<b>Agenda Item No</b>	<b>Subject</b>	<b>Exempt Information Paragraph Number</b>
Nil	Nil	Nil

The Local Government (Access to Information) (Variation) Order 2006, which came into effect on 1 March 2006, requires the Council to consider whether maintaining the exemption listed above outweighs the potential public interest in disclosing the information. Any member who considers that this test should be applied to any currently exempted matter on this agenda should contact the proper officer at least 24 hours prior to the meeting.

Confidential Items Commencement

Paragraph 9 of the Council Procedure Rules contained in the Constitution require:

- (1) All business of the Council requiring to be transacted in the presence of the

press and public to be completed by 10.00 p.m. at the latest.

- (2) At the time appointed under (1) above, the Chairman shall permit the completion of debate on any item still under consideration, and at his or her discretion, any other remaining business whereupon the Council shall proceed to exclude the public and press.
- (3) Any public business remaining to be dealt with shall be deferred until after the completion of the private part of the meeting, including items submitted for report rather than decision.

Background Papers

Paragraph 8 of the Access to Information Procedure Rules of the Constitution define background papers as being documents relating to the subject matter of the report which in the Proper Officer's opinion:

- (a) disclose any facts or matters on which the report or an important part of the report is based; and
- (b) have been relied on to a material extent in preparing the report and does not include published works or those which disclose exempt or confidential information (as defined in Rule 10) and in respect of executive reports, the advice of any political advisor.

Inspection of background papers may be arranged by contacting the officer responsible for the item.



## **Report to the Cabinet**

**Report reference:** C-001-2014/15

**Date of meeting:** 23 June 2014



**Epping Forest  
District Council**

**Portfolio:** Council Housebuilding Cabinet Committee

**Subject:** Annual Progress Report on Council House-Building

**Responsible Officer:** Paul Pledger (01992 564248)

**Democratic Services Officer:** Gary Woodhall (01992 564756)

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### **Recommendations:**

(1) That the contents of this Annual Progress Report on Council house-building be noted.

### **Executive Summary:**

Since its formation in March 2013, the Council Housebuilding Cabinet Committee has considered, in addition to the feasibility studies for phases 1 and 2 of the Council's housebuilding programme, a range of policies and strategies that will shape the future of the Council's housebuilding programme. Amongst the documents that have been considered are the Development Strategy, Affordable Rents Policy, Design Standards, as well as policies on procurement, funding and accelerating the Council House-building Programme. The Cabinet Committee has also considered matters such as the prioritisation of sites and the future use of any sites found not to be suitable for development. The Cabinet Committee also monitors risks.

### **Reasons for Proposed Decision:**

Set out in its Terms of Reference, the Cabinet Committee is required to monitor progress and expenditure in relation to the Council House-building Programme and report to the Cabinet on an annual basis.

### **Other Options for Action:**

This report is on the progress made over the last 12-months and is for noting purposes only. There are no other options for action.

### **Report:**

1. Since its creation, the Cabinet Committee has met on four occasions. The outcomes from each meeting have set in place the policies that will shape the future house-building programme, as well as agreeing feasibility studies for Phases 1 and 2.

2. At its first meeting in March 2013, the Cabinet Committee discussed and gave guidance to Officers and East Thames, who are the Council's Development Agent, on a range of matters to enable policies to be developed and brought back for detailed consideration and approval at subsequent meetings. A summary of the policies agreed are as follows:

(a) *Affordable Rent Policy* – The Council had previously determined that affordable rents should be charged for new build properties and the Cabinet Committee adopted an affordable rents policy that explains its approach to how affordable rent levels will be set, within the Homes and Communities Agency (HCA) Affordable Rent Model. The maximum affordable rent allowable is 80% of the market rent for the same type of property in the same locality, including service charges. The Council's Policy also sets a rent cap of £180 per week that takes account of the Government's Benefits Cap under the welfare reforms.

(b) *Development Strategy* – The Cabinet Committee considered a Development Strategy that was later presented to and agreed by the Cabinet. This captures the themes set out in each of the policies listed below. This document guides the feasibility reports and financial appraisals by setting a target for all financial appraisals to be based on a 30-year payback and with a positive Net Present Value. An updated Development Strategy will be presented to the Cabinet later in 2014.

(c) *Design standards* - the Cabinet Committee has adopted the *East Thames Design Guide*, the *East Thames Employer's Requirements* and the *Essex Housing Design Guide* for the design and construction its new homes. This has been endorsed by the Cabinet, through its adoption of the Development Strategy.

(d) *Procurement* – The Cabinet Committee heard how East Thames has already undertaken an EU-compliant tender exercise, which is available for the Council to use. Taking into consideration the benefits to the Council, including savings in time and cost, the Cabinet Committee agreed to the use of the East Thames Approved List of Contractors to procure and appoint on a phase by phase basis; some of which are local companies.

(e) *Funding* - The Cabinet Committee agreed a Policy on the general approach to be taken to the utilisation of the various sources of funding including:

- The Council's own loan provision;
- Section 106 contributions;
- Capital receipts from additional Right to Buy sales;
- Grant from the Homes and Communities Agency;
- Sales of HRA land; and
- Other funding opportunities.

As of December 2013, the Council has already accumulated around £2m in capital receipts from Right-to-Buy sales, around £770,000 from s106 contributions and around £87,000 of other grant. This excludes any contributions that are in the pipeline or committed and not yet received.

(f) *Bidding for HCA Grant* – The Cabinet Committee has agreed that East Thames, in consultation with the Director of Communities, will bid for HCA Affordable Housing Grant to subsidise the Council's House-building Programme following the launch of the HCA 2015-18 Affordable Homes Programme Bid Prospectus. The deadline for bids to be registered was 30 April 2014. The outcome of the bid is awaited.

(g) *Accelerating the Council Housebuilding Programme* – In March 2014, the Cabinet Committee considered a report on how an accelerated House-building Programme could be funded, and the associated implications. The Council's HRA

Business Planning Consultant produced a detailed report on this issue, provided a number of options, together with advice on the maximum amount for which HCA funding should be sought, in order to ensure that all 1-4-1 Receipts from Right to Buy sales are spent within the required 3 years of receipt and none are passed on to the Government, with interest. It was agreed that the Council will extend the number of phases (years) from 6 to 10 and accelerate the number of affordable homes developed in each phase from 20 to 30 per year; that HCA funding be sought for 40 homes in Phase 2 of the House-building Programme and that HCA funding be sought in future years should 1-4-1 Receipts be less than forecast.

(h) *Economic assumptions and Financial Appraisals* – Each feasibility study for potential developments that is presented to the Cabinet Committee is supported by a financial appraisal based on a set of agreed economic assumptions. These takes account of all costs associated with construction of the homes such as the design fees and construction costs, but also include all management charges and maintenance costs over a 30-year period, less any income from rent over the same 30-year period. Any subsidy required to fund the gap between the costs and income is met from a variety of sources based on the Funding Policy (see paragraph e. above).

(i) *Strategic Approach to the Prioritisation of Potential Developments* – The Cabinet adopted the Cabinet Committee's recommended general strategic approach for the prioritisation of potential sites based on the Primary List of Sites previously agreed by the Cabinet. The Strategy sets out how each phase will be formulated each year on a rotational basis in an agreed Priority Order, based on the number of applicants living within each location.

(j) *Future use of garage sites and other surplus sites unsuitable for redevelopment* – The Cabinet Committee has agreed a Policy on the approach that should be taken with any site considered either unsuitable for development, financially unviable or where it may not receiving planning permission. The options agreed include the sale of the site, either to a Housing Association or other Developer for redevelopment, to sell the site to a Town or Parish Council for community amenity space, to divide up and sell the land to residents to extend their gardens, demolish the garages and create unallocated off-street parking or to continue to rent the garages.

(k) *Risk Register* – The Cabinet Committee initially agreed the format of a Risk Register and has then reviewed and monitored the risks set out in the Register at each subsequent meeting.

3. In addition to the Policies and Strategies set out above, the Cabinet Committee has also considered feasibility studies for Phases 1 and 2 of the Council's House-building Programme. In all cases, when feasibility studies are being considered, all Ward Councillors representing residents in the vicinity of each site are invited to attend the Cabinet Committee meeting, to participate in the debate, before the Cabinet Committee decides whether or not to approve the feasibility study to go forward for planning permission:

(a) Phase 1 consisted, initially, of 5 sites in Waltham Abbey, centring on Roundhills and Harveyfields, and making up 25 homes in total. This was subsequently reduced by 2 homes, and planning approval has now been granted to deliver 4 of these sites, which will see 23 new Council homes being constructed at a cost of around £3,908,324 including works & fees. In order to achieve a 30 year loan repayment period with a positive Net Present Value, this phase will require an estimated subsidy\* of £512,000 (13% of the total scheme costs). It is anticipated that,

once tendered around Easter, the works will commence on site in mid-September 2014 with completion anticipated 14-months later.

(b) Phase 2 – Initially, the Cabinet Committee considered a feasibility study report for the garage site at Burton Road, Loughton which was based on 31 affordable homes. However, the Cabinet Committee asked that an alternative scheme be developed for the site, which increased the density of the housing and reduced the parking allocation by taking advantage of the site's town centre location, good local shopping facilities and public transport infrastructure. Two further feasibility studies for 42 homes and 56 homes were considered at the last Cabinet Committee meeting in April 2014 where it was agreed to prepare plans to be submitted for planning permission based on a 56 home scheme at a cost of around £8.9m, which will require a subsidy\* of £1.512m (17% of the total scheme costs) to achieve a 30-year loan repayment period. If planning consent is approved, the Phase 2 would be on site around March 2015 with completion estimate to be within 18 months.

(c) Marden Close and Faversham Hall, Chigwell Row – Planning approval has been granted for the conversion of Marden Close from 20-bedsits into 10 self-contained flats and Faversham Hall to be converted into 2 x 1-bed flats. The cost of the works is estimated to be around £610,000 including works and fees, with no subsidy requirement to achieve a 30-year loan repayment period. Tenders are due to be issued around Easter and a start on site is anticipated for July 2014 with completion within 12 months.

4. As can be seen from the report above, a significant amount of ground has been covered in the first 12-months, which has laid the foundations for the future of the Council's House-building Programme. Since the main policies and strategies are now in place, the Cabinet Committee's main area of work in future will be to consider feasibility studies and to monitor progress, expenditure and risks.

#### **Resource Implications:**

- Phase 1 - £3,908,324 including works & fees, with an estimated subsidy requirement of £512,000 (17% of the total scheme costs)
- Phase 2 - 8.9m including works & fees, with an estimated subsidy requirement of £1.512m (17% of the total scheme costs)
- Marden Close and Faversham Hall - £610,000 including works & fees, with no subsidy requirement.

(\*Subsidy requirement is based on a calculation that takes account of all construction costs, including design fees as well all management charges and maintenance costs over a 30-year period, less, any income from rent over the same 30-year period. The difference is the amount of subsidy required to fund the gap. The Policy on funding sets out the source from which this is met. The Development Strategy specifies the 30-year pay-back period on which to base the calculation)

#### **Legal and Governance Implications:**

It is set out in its Terms of Reference that the Cabinet Committee is to monitor progress and expenditure in relation to the Council House-building Programme and report to the Cabinet on an annual basis.

### **Safer, Cleaner and Greener Implications:**

None

### **Consultation Undertaken:**

- Ward Councillors have been consulted on each feasibility study that falls within their respective Ward.
- Local Residents, Town and Parish Councils and other statutory bodies have been consulted as part of the planning process where planning applications have been submitted.

### **Background Papers:**

- Reports and other background papers previously presented to the Council House-building Cabinet Committee in March 2013, July 2013, February 2014 and April 2014.
- Planning applications associated with each of the 4-sites making up phase 1 of the house-building programme.

### **Impact Assessments:**

#### Risk Management

There is a comprehensive risk register that has been compiled and is being monitored in respect of the house-building programme. Each risk, where appropriate has a risk mitigation action plan.

#### Equality and Diversity:

*Did the initial assessment of the proposals contained in this report for relevance to the Council's general equality duties, reveal any potentially adverse equality implications?* No

*Where equality implications were identified through the initial assessment process, has a formal Equality Impact Assessment been undertaken?* N/A

*What equality implications were identified through the Equality Impact Assessment process?*  
It should be noted that an Equality Impact Assessment has already been formulated for Housing Strategy and Development.

*How have the equality implications identified through the Equality Impact Assessment been addressed in this report in order to avoid discrimination against any particular group?*  
N/A

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# Due Regard Record

**Name of policy or activity:** Year 1 Progress Report of the Council Housebuilding Cabinet Committee

**What this record is for:** By law the Council must, in the course of its service delivery and decision making, think about and see if it can eliminate unlawful discrimination, advance equality of opportunity, and foster good relations. This active consideration is known as, ‘paying due regard’, and it must be recorded as evidence. We pay due regard by undertaking equality analysis and using what we learn through this analysis in our service delivery and decision making. The purpose of this form is as a log of evidence of due regard.

**When do I use this record?** Every time you complete equality analysis on a policy or activity this record must be updated. Due regard must be paid, and therefore equality analysis undertaken, at ‘formative stages’ of policies and activities including proposed changes to or withdrawal of services. This record must be included as an appendix to any report to decision making bodies. Agenda Planning Groups will not accept any report which does not include evidence of due regard being paid via completion of an Equality Analysis Report.

**How do I use this record:** When you next undertake equality analysis open a Due Regard Record. Use it to record a summary of your analysis, including the reason for the analysis, the evidence considered, what the evidence told you about the protected groups, and the key findings from the analysis. This will be key information from Steps 1-7 of the Equality Analysis process set out in the Toolkit, and your Equality Analysis Report. This Due Regard Record is Step 8 of that process.

<b>Date / Name</b>	<b>Summary of equality analysis</b>
May 2014	<p>Within the Housing Service Strategy, it has been identified that the target groups that are affected by the Council’s house building programme are people in need of:</p> <ul style="list-style-type: none"> <li>- affordable housing,</li> <li>- homelessness assistance,</li> <li>- supported housing for special needs groups,</li> <li>- owners and occupiers of poor condition housing</li> <li>- council and housing association tenants.</li> </ul> <p>From that, it was identified that generally, there is an under provision of suitable accommodation for nearly all target groups. This has been reaffirmed in the most recent Strategic Housing Market Assessment.</p> <p>Decision making is affected by funding and other factors, such as the availability of building land suitable for particular groups e.g. the elderly or young families.</p> <p>There is no evidence of unlawful discrimination in relation to the provision of affordable housing.</p>

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## **Report to the Cabinet**

**Report reference:** C-005-2014/15

**Date of meeting:** 23 June 2014



**Epping Forest  
District Council**

**Portfolio:** Asset Management & Economic Development

**Subject:** Property Disposal - Lindsay House, 15 Lindsey Street, Epping

**Responsible Officer:** Mark Scott (01992 564407)

**Democratic Services Officer:** Gary Woodhall (01992 564470)

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### **Recommendations/Decisions Required:**

- (1) That the Cabinet agrees in principle that the Council's freehold interest in Lindsay House be sold on the open market;**
- (2) That a marketing exercise, including an invitation to offer from the Theydon Trust, be carried out inviting bids based on:
  - (a) Sale as a single dwelling house; and**
  - (b) Conversion to flats;****
- (3) That the Portfolio Holder be authorised to:
  - (a) To consider the results of the marketing exercise and determine the basis on which the property is to be sold against the covenant restricting use of Lindsay House for a single dwelling house or home for elderly persons;**
  - (b) In the light of the offers received to consider if there would be financial benefit to the Council in seeking to remove the covenant and then remarket the property; and**
  - (c) Subject to (b) approve the highest offer received for the property or seek to remove the covenant.****

### **Executive Summary:**

The Abbeyfield (Epping) Society has surrendered their lease of Lindsay House as it was surplus to their requirements and they were unable to assign the lease due the restrictive user clause. There is current interest from the Theydon Trust to use the property as a house for elderly persons with the addition of social housing. The property could be suitable to conversion to flats. However there are covenants restricting use to a single dwelling house or a home for elderly persons.

### **Reasons for Proposed Decision:**

To receive a valuable capital receipt.

### **Other Options for Action:**

To seek a new tenant within the restrictive user clause permitted by the covenants.

## Report:

1. Lindsay House, 15 Lindsey Street, Epping, shown by black verge on the plan, comprises a site area of 0.17 acres. It was the former Manse of the Epping Congregational Church purchased by Epping UDC 1972, under Housing Act powers, to provide sheltered housing accommodation for the elderly. The house originally comprised seven bedsits, plus a two bedroom flat for a resident warden, and communal lounge/dining room, kitchen, bathroom and toilets. In 1978 the District Council concluded it was too expensive to run as sheltered accommodation and options for its disposal were considered.
2. In 1981 the Council entered into a 50 year Management Agreement with the Abbeyfield (Epping) Society, a registered housing association. In 1997 the Society concluded that the premises did not meet modern standards and wanted to undertake improvements. To achieve this they would be required to purchase the freehold or be granted a long lease.
3. The Council granted a 125 year lease from 21 August 1998 as this would enable a greater degree of control by the Council than could be achieved following freehold disposal. The lease was granted subject to the Society:
  - (a) Undertaking the £ 200,000 cost of improvements. The Council provided a £75,000 grant towards the cost of the works. These comprised the provision of an additional bedsit, a lift, provision of ensuite toilet and wash hand basin in each room. It was not possible to include ensuite baths / showers due to lack of space;
  - (b) The use restricted to sheltered housing for elderly persons;
  - (c) The council receiving at least 75% nomination rights;
  - (d) The lease to be on full repairing and insuring terms; and
  - (e) Assignment permitted subject to the Council's consent, such consent not to be unreasonably withheld.
4. In 2011 the Society approached the Council asking if it had any views on the future use of Lindsay House or whether it would like to take the property back into its management.
5. The matter was discussed by Management Board and it was not felt the building would be suitable for Council use as general needs accommodation, unless the bedsits were converted into self-contained flats, which would be very expensive. Views were sought on taking a surrender of the property to The National Association for the Care and Rehabilitation of Offenders (NACRO) for homeless single person's accommodation.
6. At this meeting the potential for selling the building for the building with planning permission for, for say 6 self contained flats (plus the existing) rather than for it's for its existing use or as a single dwelling was discussed. Subsequent planning advice was that there conversion to a small number of flats or a single dwelling house may be possible subject to planning consideration. Conversion to a larger number of units may be difficult as there would be a requirement to provide a parking space for each bedroom in the scheme. Additionally it is not an area where flats are common so could result in objections on harm to the character of the area.
7. However, the Council's title is subject to the following restrictive covenants.
8. Conveyance dated 17 April 1906 – When the Epping UDC purchased the property no copy of the covenants was supplied. Due to the age of the covenants and uncertainty of the beneficiary, insurance cover could be purchased in the event of any claims.

9. Conveyance dated 25 August 1972 – This conveyance restricted the use of the property. This clause was varied in 1998 whereby the Council covenanted with the London Congregational Union (Incorporated) that it and its successors in title shall not use the property for any purpose other than as a single private dwelling house or as a house for elderly persons. This covenant is enforceable by the church and if the Council wishes to change the use of Lindsay House to, for example, flats it would have to seek the agreement of the church, consider insurance or apply to the Upper Tribunal for the covenant to be released.

10. If the church does not agree to release the covenant it is unlikely that insurance cover would be given. Insurance is usually given when a covenant is old and the beneficiary is unknown.

11. If an application were to be made to the Upper Tribunal to release the covenants the Council would have to prove either:

- the covenant is obsolete;
- it prevents reasonable use of land;
- the express or implied consent of the person who has the benefit has been obtained; or
- the person with benefit will not be injured by discharge or modification of the covenant.

The current beneficiary of the covenant is The Epping United Reform Church and their new manse adjacent to the property.

12. The tribunal may only authorise the discharge or modification of a restriction on the ground that it impedes the reasonable user of the land if the Tribunal is satisfied that the restriction, in impeding other uses, and either:

- does not secure to persons entitled to the benefit of it any practical benefits of substantial value or advantage to them; or
- is contrary to the public interest;

and that money will be an adequate compensation for the loss or disadvantage (if any) which any such person will suffer from the discharge or modification. In making its decision the Tribunal will take into account the Development Plan and any planning permissions granted in the area.

13. If the Tribunal decides that the covenant can be released or modified it may order that compensation be paid under one of the following:

- (i) a sum to make up for any loss or disadvantage suffered by the beneficiary of the covenant in consequence of its discharge or modification; or
- (ii) a sum to make up for any effect which the restriction had, at the time when it was imposed, in reducing the consideration then received for the land affected by it.

14. Accordingly the extra capital receipt achievable from conversion to flats may be negated by the compensation payable in order to release the covenant.

15. The property has been vacant for some years whilst the Society attempted to find an assignee that could comply with the restrictive user clause in the lease. They were not successful and finally surrendered their lease in January 2014 thus leaving the Council free to decide the future of the property. They also paid the Council £7,002 in lieu of final external dilapidations. Internal dilapidations were not applicable in this instance as the property was not going to be restored to the existing use.

16. There is current expression of interest from the Theydon Trust to use the property for the existing use with the addition of social housing.

**Resource Implications:**

Finance

Capital receipt for sale of Lindsay House, either as a single dwelling house or flats.  
£ 800,000 capital value.

Personnel

Valuation and Estate Management Service  
Legal Services

Land

Nil.

**Legal and Governance Implications:**

Section 123 Local Government Act 1972 – best consideration for the land and property assets.  
Consent is given for sale of land (covenants are deemed to be a sale for this purpose).

**Safer, Cleaner and Greener Implications:**

Residential accommodation refurbished to modern standards will result.

**Consultation Undertaken:**

None.

**Background Papers:**

None.

**Impact Assessments:**

Risk Management

Loss of capital receipt and failure to bring vacant property into use.

Equality and Diversity:

No equality issues.

*Did the initial assessment of the proposals contained in this report for relevance to the Council's general equality duties; reveal any potentially adverse equality implications?* No

*Where equality implications were identified through the initial assessment process, has a formal Equality Impact Assessment been undertaken?* No

*What equality implications were identified through the Equality Impact Assessment process?*  
N/A

*How have the equality implications identified through the Equality Impact Assessment been addressed in this report in order to avoid discrimination against any particular group?*  
N/A

# Due Regard Record

## Disposal of Lindsay House, Lindsey Street, Epping, Essex

**What this record is for:** By law the Council must, in the course of its service delivery and decision making, think about and see if it can eliminate unlawful discrimination, advance equality of opportunity, and foster good relations. This active consideration is known as, ‘paying due regard’, and it must be recorded as evidence. We pay due regard by undertaking equality analysis and using what we learn through this analysis in our service delivery and decision making. The purpose of this form is as a log of evidence of due regard.

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<b>Date / Name</b>	<b>Summary of equality analysis</b>
23.6.2014  Director of Governance	The property is subject to a covenant restricting the use to a home for elderly persons or a single dwelling house. There does not appear to be demand for a home for elderly persons therefore sale of the property will provide additional residential accommodation from a currently unused property for the population as a whole.

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Directorate of Environment & Street Scene Civic Offices High Street Epping, Essex, CM16 4BZ Tel. 01992 564000	Project  Drawing No. <b>Page 19</b> 201403016	Content Title Number: EX849564 Lindsay House, Lindsey Street, Epping	Date <b>12/03/2014</b> Scale <b>1:1250 @ A4</b> Drawn By <b>K.McCausland</b>
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## **Report to the Cabinet**

**Report reference: C-002-2014/15**

**Date of meeting: 23 June 2014**

<b>Portfolio:</b>	<b>Planning</b>	
<b>Subject:</b>	<b>Green Belt Review – Updated Methodology</b>	
<b>Responsible Officer:</b>	<b>Anna Cronin</b>	<b>(01992 564119)</b>
<b>Democratic Services Officer:</b>	<b>Gary Woodhall</b>	<b>(01992 564470).</b>

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### **Recommendations/Decisions Required:**

**(1) That the Cabinet agree the updated and comprehensive approach to Green Belt review, as attached at Appendix 1 to the report, in order to inform the Local Plan.**

### **Executive Summary:**

This report seeks agreement to an updated approach to undertaking a Green Belt review in the district, following on from that agreed by Local Plan Cabinet Committee in September 2012, in the light of the outcomes of recent Examinations into local plans, and emerging good practice and wider experience in carrying out the Duty to Co-operate.

### **Reasons for Proposed Decision:**

In September 2012 the Local Plan Cabinet Committee agreed to carry out an assessment of the purposes of including land in Green Belt in the district, to inform the preparation of the new Local Plan. The methodology agreed considered the purposes of the Green Belt, as identified in National Planning Policy Guidance, and was to be applied to “all the potential areas for growth put forward in the Community Choices consultation (Issues and Options) and any additional areas considered to be reasonable that may be submitted during the consultation period” ((report reference LPC-004-2012/13 para 9).

Since that date the outcomes of local plan and core strategy examinations in public indicate that Inspectors expect a comprehensive review of the Green Belt to be undertaken before the release of Green Belt is considered.

Therefore this revised methodology reflects the need for a comprehensive Green Belt Review of the District, considering the contribution each area makes to the nationally identified purposes of the Green Belt.

Emerging national experience of the duty to co-operate indicates that Green Belt is a cross-boundary issue in which it is important to involve adjoining authorities when any review is contemplated. The updated approach therefore identifies a number of bodies who will be invited to engage in the review, through appropriate mechanisms.

### **Other Options for Action:**

To not agree an updated approach and comprehensive assessment. This would risk the work carried out being found unsound by an Inspector, prejudicing the Local Plan as a whole.

### **Report:**

1. The review will consist of a high-level review of all Green Belt land across the District to identify the contribution of the Green Belt towards national Green Belt purposes as set out in the National Planning Policy Framework (NPPF). This will identify both the primary functions of the Green Belt, which deliver the national purposes, and identify areas of Green Belt land which are considered to contribute least towards national purposes. The latter land will be subject to further assessment by the Council in the context of wider issues not covered by this study, but that must be considered in preparing a Local Plan. The outcome of this review will therefore provide only one piece of evidence amongst a variety of other considerations that must be taken into account before deciding on any changes to Green Belt boundaries. Such issues include development needs, infrastructure capacity, the availability and viability of land for development, sustainability issues and the establishment of long term defensible boundaries to the Green Belt.

2. There is no nationally prescribed methodology for undertaking a Green Belt Review. However there have been a number of recent (since 2012) Local Plan Examinations in Public (EiPs) which provide insight into the approach the Planning Inspectorate expects when a local planning authority undertakes a Green Belt review. An example of this is the Dacorum Core Strategy EiP whereby the Inspector clearly expected a comprehensive review of the Green Belt to be undertaken by the Council before the release of Green Belt.

3. In order to assess the Green Belt land against the NPPF purposes, a set of questions for each purpose have been developed as used in the previous methodology. These will be included in a survey pro-forma for each land parcel to record the findings of the assessments, with questions answered with a 'Yes', 'No' or 'Partial' with comments provided where appropriate. The completion of the pro-forma will be undertaken in a consistent and structured manner through desk-based analysis using GIS and relevant evidence studies as well as site visits where necessary in order to provide consistent results. Each feature of the parcel will be assessed in relation to the assessment criteria which contribute to Green Belt purposes as described below.

4. Following the assessment, values will be attributed to the contribution which the individual land parcel makes toward Green Belt purposes. In all or some instances there may be particular areas of the parcel that perform distinctively differently to other areas of the parcel. Where this is the case the review will explain this and "sub sections" of the parcel could emerge where justified to reflect such distinct differences. There will be no weighting applied to the different purposes of the Green Belt as the NPPF does not prioritise the purposes. The assessment will judge the value of the Green belt on the basis of a high, medium or low level of contribution to Green Belt purpose. The results will be mapped with a "traffic light" system.

5. The review will also identify where development could lead to cross boundary issues with neighbouring local authorities, and it is proposed to invite a number of

“Duty to Co-operate” bodies identified in the updated methodology to engage in the process.

**Resource Implications:**

It is proposed that the work be carried out by the Forward Planning Team. It is intended to bring an update report on the Local Plan budget, and a forward look, to Cabinet in the near future.

**Legal and Governance Implications:**

Local planning authorities are required to identify a rolling five year land supply to support growth. The assessment will assist in achieving this supply, and in identifying defensible green belt boundaries for the foreseeable future.

**Safer, Cleaner and Greener Implications:**

The delivery of a Local Plan, informed by a robust evidence base, will contribute to safer, cleaner, greener objectives by planning for sustainable development.

**Consultation Undertaken:**

Advance notification of this report has been published in the Members’ Bulletin and comment invited.

The methodology will be circulated to Duty to Co-operate bodies identified within the methodology.

**Background Papers:**

- Report to Local Plan Cabinet Committee September 2012 (LPC-004-2012/13)
- National Planning Policy Framework (2012)
- Inspector’s Reports on Examinations in Public of recent Local Plans and Core Strategies
- EFDC Green Belt Review Methodology (draft) (2014)

**Impact Assessments:**

Risk Management:

As the District is 92% within the Metropolitan Green Belt, a well-informed approach to Green Belt review is important to underpin the new Local Plan, without which the District will be increasingly reliant on national planning policy as set out in the NPPF.

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# Due Regard Record

Name of policy or activity:

**What this record is for:** By law the Council must, in the course of its service delivery and decision making, think about and see if it can eliminate unlawful discrimination, advance equality of opportunity, and foster good relations. This active consideration is known as, ‘paying due regard’, and it must be recorded as evidence. We pay due regard by undertaking equality analysis and using what we learn through this analysis in our service delivery and decision making. The purpose of this form is as a log of evidence of due regard.

**When do I use this record?** Every time you complete equality analysis on a policy or activity this record must be updated. Due regard must be paid, and therefore equality analysis undertaken, at ‘formative stages’ of policies and activities including proposed changes to or withdrawal of services. This record must be included as an appendix to any report to decision making bodies. Agenda Planning Groups will not accept any report which does not include evidence of due regard being paid via completion of an Equality Analysis Report.

**How do I use this record:** When you next undertake equality analysis open a Due Regard Record. Use it to record a summary of your analysis, including the reason for the analysis, the evidence considered, what the evidence told you about the protected groups, and the key findings from the analysis. This will be key information from Steps 1-7 of the Equality Analysis process set out in the Toolkit, and your Equality Analysis Report. This Due Regard Record is Step 8 of that process.

<b>Date / Name</b>	<b>Summary of equality analysis</b>
3 <sup>rd</sup> June 2014 Anna Cronin	<p>Analysis carried out of proposal to update Green Belt Review against the purposes of the Green Belt as identified in national planning policy by government, none of which relate directly to the protected characteristics. Review will provide evidence to feed into new Local Plan.</p> <p>As key role of Local Plan is to make provision for jobs, homes etc for future population, the Plan is likely to have an impact on local people with protected characteristics in future. The Review in itself will not and is only one of a large number of pieces of technical evidence feeding into the plan, which itself will be subject to EqIA .</p>

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# **Epping Forest District Council**

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## **GREEN BELT REVIEW METHODOLOGY**

**May 2014**

DRAFT

## Introduction

1. Epping Forest District Council is currently preparing its Local Plan with a plan period of 20 years. Epping Forest District is covered by roughly 92% Green Belt designation therefore Green Belt is a key issue for the new Local Plan to consider. The National Planning Policy Framework (NPPF) provides the framework within which local planning authorities should undertake a Green Belt Review. Green Belt has been identified by EFDC as a strategic cross boundary matter which requires working with interested Duty to Cooperate organisations and authorities in the preparation of the Green Belt Review. Therefore, relevant Duty to Cooperate organisations and authorities have been invited to input into this Green Belt Review Methodology and will be continually invited to take part in the subsequent stages of the Green Belt Review as it is prepared.
2. This document sets out the methodology for undertaking a Green Belt Review in the District. A proposed methodology for the Green Belt Review in the District was reported to and approved by the Local Plan Cabinet Committee on 3 September 2012. The starting point for that methodology was to review the Green Belt boundaries for the sites submitted through the SLAA (Strategic Land Availability Assessment) (2012) and those sites considered to be potentially suitable for development from the 'Community Choices' (Issues & Options) consultation (summer 2012). Through recent Local Plan Examinations in Public (EiPs) throughout the country, it has become apparent that the Green Belt Review needs to be comprehensive in its scope and this is the intention of this Green Belt Review.
3. The review will consist of a high-level review of all Green Belt land across the District to identify the contribution of the Green Belt towards national Green Belt purposes as set out in the National Planning Policy Framework (NPPF). This will identify both the primary functions of the Green Belt, which deliver the national purposes, and identify areas of Green Belt land which are considered to contribute least towards national purposes. The latter land will be subject to further assessment by the Council in the context of wider issues not covered by this study, but that must be considered in preparing a Local Plan. The outcome of this review will therefore provide only one piece of evidence amongst a variety of other considerations that must be taken into account before deciding on any changes to Green Belt boundaries. Such issues include development needs, infrastructure capacity, the availability and viability of land for development, sustainability issues and the establishment of long term defensible boundaries.
4. The policy context section below sets out an overview of local and national Green Belt policy which is followed by the Green Belt Review methodology. The next section addresses further detailed assessments and the relationship to the preparation of the Local Plan and finally a consideration of cross-boundary matters and key stakeholders.



## Policy Context

### *Local Policy*

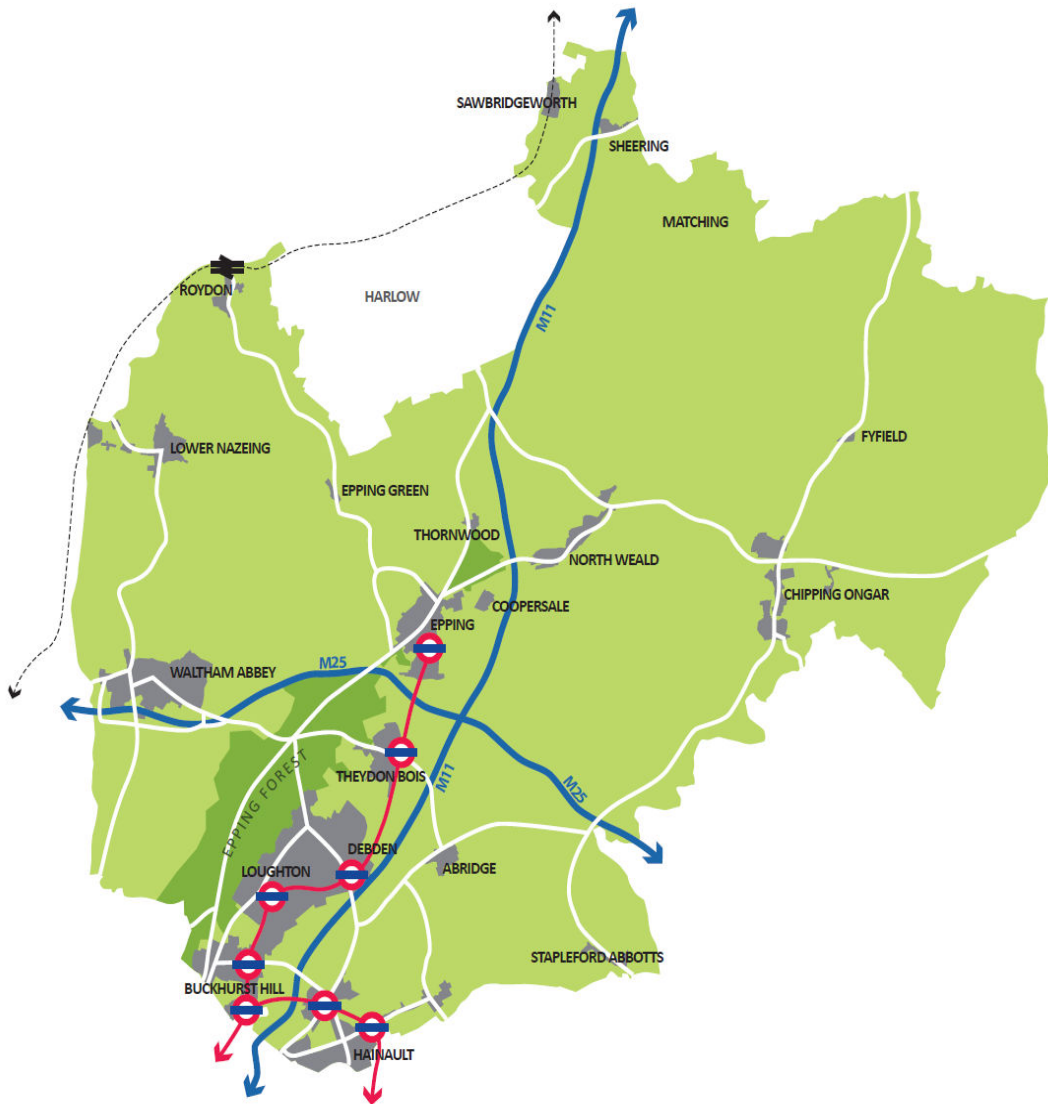
5. The Metropolitan Green Belt, which covers part of Epping Forest District, has been a central feature of planning policy in the Home Counties since it was first formally approved in 1957. The concept of a Green Belt around London originated before the Second World War in response to the need to control the outward spread of London. The first Green Belt was defined by the London County Council in the Greater London Plan of 1944. Soon after, the Town and Country Planning Act 1947 led to the designation of a Green Belt by the councils around London.
6. The Green Belt proved to be an effective tool in limiting the extent of development. So much so that, in 1955, the Government published a Circular (No 42/55) setting out the purposes of the Green Belt and encouraging other cities to follow London's example and consider establishing a Green Belt. This Circular suggested that local authorities prepare policies to ensure that new development (a) was only permitted where it would lead to a rounding off of, or infilling within, a settlement in the Green Belt, or (b) was for the purposes of agriculture, recreation, cemeteries, institutions standing in large grounds or other uses appropriate to a rural area. The basic objectives of Green Belt policy have remained unchanged since that time.
7. The current Epping Forest Green Belt boundaries were established in the 1980s in the Council's first three local plans. The 1998 Local Plan only introduced very minor changes to the Green Belt.
8. The current extent of the District's Green Belt designation and Green Belt policies are set out in the Adopted Local Plan maps of 1998 (The Local Plan Alterations of 2006 made no amendments to Green belt boundaries). There are eighteen Green Belt policies in the 2006 plan, the majority of which are District-wide criteria-based policies which set out the conditions under which development will or will not be permitted in the Green Belt. The exception to this is Policy GB1 which establishes the Green Belt boundary. The Green Belt essentially covers the whole of Epping District apart from the following settlements/villages/hamlets:
  - Abridge
  - Buckhurst Hill
  - Chigwell
  - Chigwell Row
  - Chipping Ongar
  - Coopersale
  - Dobbs Weir (north of Lower Nazeing)
  - Epping
  - Epping Green
  - Fyfield
  - Grange Hill
  - High Ongar

- Loughton
- Loughton Broadway (a.k.a. Debden)
- Lower Nazeing
- Lower Sheering
- North Weald Bassett
- Roydon
- Sheering
- Stapleford Abbots
- Theydon Bois
- Thornwood Common
- Waltham Abbey

9. Policy GB18 is a site specific Green Belt policy for the Former Radio Station Site at North Weald Bassett and GB19 is also a site specific policy relating to Grange Farm Chigwell.

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Figure 1: Extent of the Green Belt in Epping Forest District



10. Green Belt policy has historically been effective in restricting inappropriate development in the countryside in the District. This has been achieved through the adherence to the adopted Green Belt policies and by way of refusing planning permission for developments contrary to policy; and these decisions being upheld at appeal in the vast majority of cases. However the current Strategic Land Availability Assessment (SLAA) estimates the yield of the 25 sites that are 'suitable' within the envelope of existing Council planning policy (i.e. they are not within the Green Belt)

being only 1,216 dwellings. Although no decisions has yet been taken on Objectively Assessed Housing Need or a new housing target for the emerging Local Plan, current evidence indicates that likely housing need is higher than 1,216 dwellings. This clearly indicates a need to review the Green Belt boundary through the Local Plan to accommodate future development needs.

#### *National Planning Policy Framework (NPPF)*

11. The NPPF explains that the Government attaches great importance to Green Belt and that the fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open and that the essential characteristics of Green Belts are their openness and their permanence. Paragraph 80 sets out the five purposes of the Green Belt which are:

- To check the unrestricted sprawl of large built up areas;
- To prevent neighbouring towns merging into one another;
- To assist in safeguarding the countryside from encroachment;
- To preserve the setting and special character of historic towns; and
- To assist in urban regeneration, by encouraging the recycling of derelict and other urban land.

12. The National Planning Policy Framework (NPPF) states that:

*“Local planning authorities with Green Belts in their area should establish Green Belt boundaries in their Local Plans which set the framework for Green Belt and settlement policy. Once established, Green Belt boundaries should only be altered in exceptional circumstances, through the preparation or review of the Local Plan. At that time, authorities should consider the Green Belt boundaries having regard to their intended permanence in the long term, so that they should be capable of enduring beyond the plan period”*  
(paragraph 83)

13. The NPPF requires that local planning authorities, when reviewing Green Belt boundaries, take account of the need to promote sustainable patterns of development and it states that they should consider the consequences for sustainable development of channelling development towards urban areas inside the Green Belt boundary, towards towns and villages inset within the Green Belt or towards locations beyond the outer Green Belt boundary (paragraph 84).

14. When defining boundaries, the NPPF (paragraph 85) requires that local planning authorities should:

- ensure consistency with the Local Plan strategy for meeting identified requirements for sustainable development;
- not include land which it is unnecessary to keep permanently open;

- where necessary, identify in their plans areas of ‘safeguarded land’ between the urban area and the Green Belt, in order to meet longer-term development needs stretching well beyond the plan period;
- make clear that the safeguarded land is not allocated for development at the present time. Planning permission for the permanent development of safeguarded land should only be granted following a Local Plan review which proposes the development;
- satisfy themselves that Green Belt boundaries will not need to be altered at the end of the development plan period; and
- define boundaries clearly, using physical features that are readily recognisable and likely to be permanent.

15. The NPPF provides the following in respect of villages and green belt:

*“If it is necessary to prevent development in a village primarily because of the important contribution which the open character of the village makes to the openness of the Green Belt, the village should be included in the Green Belt. If, however, the character of the village needs to be protected for other reasons, other means should be used, such as conservation area or normal development management policies, and the village should be excluded from the Green Belt” (paragraph 86)*

16. Paragraph 81 explains that once a Green Belts has been defined, local planning authorities should plan positively to enhance the beneficial use of the Green Belt. The beneficial uses include:

- opportunities to provide access;
- to provide opportunities for outdoor sport and recreation;
- to retain and enhance landscapes, visual amenity and biodiversity; or
- to improve damaged and derelict land.

17. In terms of introducing new Green Belt areas, the NPPF (paragraph 82) explains that this should only be done in exceptional circumstances when planning for larger scale development such as new settlements or major urban extensions. If a local planning authority were to propose new Green Belt areas, the NPPF explains that the authority should:

- demonstrate why normal planning and development management policies would not be adequate;
- set out whether any major changes in circumstances have made the adoption of this exceptional measure necessary;
- show what the consequences of the proposal would be for sustainable development;
- demonstrate the necessity for the Green Belt and its consistency with Local Plans for adjoining areas; and
- show how the Green Belt areas would meet the other objectives of the Framework.

18. The Planning inspectorate has noted on a number of occasions (e.g. West Lancashire Local Plan examination report) that the objectively assessed housing need does constitute the exceptional circumstances for reviewing the green belt as part of the local plan production process.

## **Methodology**

19. A proposed methodology for the Green Belt Review in the District was reported to and approved by the Local Plan Cabinet Committee on 3 September 2012. The starting point for that methodology was to review the Green Belt boundaries for the sites submitted through the SLAA (Strategic Land Availability Assessment) (2012) and those sites considered to be potentially suitable for development from the 'Community Choices' (Issues & Options) consultation (summer 2012).
20. There is no nationally prescribed methodology for undertaking a Green Belt Review. However there have been a number of recent (since 2012) Local Plan Examinations in Public (EiPs) which provide insight into the approach the Planning Inspectorate expects when a local planning authority undertakes a Green Belt review. An example of this is the Dacorum Core Strategy EiP whereby the Inspector clearly expected a comprehensive review of the Green Belt to be undertaken by the Council before the release of Green Belt.
21. Therefore this revised methodology reflects the need for a comprehensive Green Belt Review of the District. The main purpose of the review is to undertake a comprehensive high-level review of all Green Belt land across the District to identify the contribution of the Green Belt as stipulated in the NPPF. It will identify both the primary functions of the Green Belt, which deliver the national purposes, and identify areas of Green Belt land which are considered to contribute least towards national purposes using the same criteria as used in the previous methodology . The high-level review of the district's Green Belt will help inform the development of a preferred option for the draft Local Plan, along with other evidence including development needs including housing, employment and infrastructure, sustainability appraisal, financial viability assessment and deliverability.

### **Stage 1 – Defining Strategic Parcels**

22. The first stage of the Green Belt Review is to sub-divide the district's Green Belt into strategic parcels of land for assessment against the purposes criteria. The parcel boundaries generally follow well-defined physical features and the outer boundary of the study area is the district boundary. Settlements are not included within the parcel boundaries unless they are designated as Green Belt in the adopted Local Plan (generally only the smaller villages/hamlets are washed over with Green Belt). The parcel boundaries have been developed using a hybrid of the parcels from the Landscape Character Assessment (2010) and the following criteria:
  - Boundaries should be aligned to natural or physical features where possible e.g. water courses, prominent hedgerows, roads, railway lines;

- Boundaries should not split woodland or main areas of trees or existing settlements, existing housing or urban development.

If during the course of the review, alterations to the parcel boundaries are required to better reflect the situation on the ground, the reasons for changes to the boundary will be explained in the report. Overall, 73 parcels of land have been provisionally identified, subject to review. A map illustrating this can be found in Appendix 1.

## **Stage 2 - Assessing the Parcels against the Green Belt Purposes**

23. This section explains the methodology for assessing the Green Belt parcels including the criteria and the questions that will be used to determine to what extent the strategic Green Belt parcels meet the purposes of the NPPF and ultimately the overall value of each of the parcels. The criteria reflect those used in the previous methodology and primarily relate to the first four national Green Belt purposes set out in the NPPF:
- to check the unrestricted sprawl of large built-up areas;
  - To prevent neighbouring towns from merging into one another;
  - To assist in safeguarding the countryside from encroachment; and
  - To preserve the setting and special character of historic towns.
24. The fifth NPPF purpose of the Green Belt which is *“to assist in urban regeneration, by encouraging the recycling of derelict and other urban land”* has not been included as a standard criterion for the assessment of the parcels. The reason for this is that there is little available derelict and other urban land remaining in the district, reflecting the success of the current Green Belt policy in fulfilling this objective in the District and in London. However, if there are settlements in the District where there is an identified need for regeneration this criterion will be considered.
25. No local purposes of the Green Belt are proposed as part of the Green Belt Review.
26. In order to assess the Green Belt land against the NPPF purposes, a set of questions for each purpose have been developed as used in the previous methodology. These questions are set out below and will be included in a survey pro-forma for each parcel to record the findings of the assessments, with questions answered with a ‘Yes’, ‘No’ or ‘Partial’ with comments provided where appropriate. The completion of the pro-forma will be undertaken in a consistent and structured manner by EFDC Planning Policy Officers through desk-based analysis using GIS and relevant evidence studies as well as site visits where necessary in order to provide consistent results. Each feature of the parcel will be assessed in relation to the assessment criteria which contribute to Green Belt purposes as described below.

## Questions to Assess Green Belt Parcels against the National Purposes

### 1. Check the unrestricted sprawl of large built up areas

**Question 1a:** Would development of the area lead to, constitute or extend ribbon development?

**Question 1b:** Is the area well connected to a settlement?

**Question 1c:** Is there a strong, defensible boundary between the existing urban area and the site - wall, watercourse, main road etc (as opposed to garden boundary lines), which if breached may set a precedent for unrestricted sprawl?

### 2. Prevent neighbouring towns from merging

**Question 2a:** Do natural features and infrastructure provide a good physical barrier or boundary to the area that would ensure that development was contained?

**Question 2b:** Would development of the area lead to physical connection of 2 or more settlements?

**Question 2c:** Would the reduction in the gap compromise the separation of settlements and the overall openness of the parcel visually?

### 3. Assist in safeguarding the countryside from encroachment

**Question 3a:** Does the area include national or local nature conservation designated areas (SSSIs etc)?

**Question 3b:** Does the area include areas of woodland, trees or hedgerows that are protected or significant unprotected tree/hedge cover?

**Question 3c:** Does the area include any grade 1 or grade 2 (excellent or very good quality) agricultural land?

**Question 3d:** Is the site regarded as being sensitive to change as stated in the Landscape Character Assessment?

### 4. Preserve the setting and special character of historic towns

**Question 4a:** Is there a strong relationship, either physically or visually, to a conservation area, listed building or other historical features?

**Question 4b:** Is there a historic feature such as a Listed Building or Scheduled Monument within the site?

27. Following the assessment, values will then be attributed to the contribution which the individual parcel makes towards Green Belt purposes. In some or all instances



there may be particular areas of the parcel that perform distinctively differently to other areas of the parcel. Where this is the case, the review will explain this and 'sub-sections' of the parcel could emerge where justified to reflect such distinct differences. There will be no weighting applied to the different purposes of the Green Belt as the NPPF does not prioritise the purposes.

28. The assessment will judge the value of the Green Belt on the basis of a high, medium or low level of contribution to Green Belt purpose. The results of the assessment are recorded in a matrix and mapped with a traffic light system as follows:

Dark Green	a high/ significant contribution to Green Belt purposes
Green	a medium contribution to Green Belt purposes
Light Green	a limited contribution to Green Belt purposes

29. In addition to the assessment questions set out above, the review will also assess the following issues:

- identify where development could lead to cross boundary issues with neighbouring local authorities by identifying the local authority and specifying the potential cross boundary issue; and
- identify areas where the current boundary of the Green Belt is illogical: for instance where the boundary does not adhere to a natural or built feature or defensible boundary and should be considered for realignment.
- Identify any areas where it may be appropriate to extend the Green Belt
- Identify smaller parcels of land that may be suitable for Green Belt release within the larger sites.

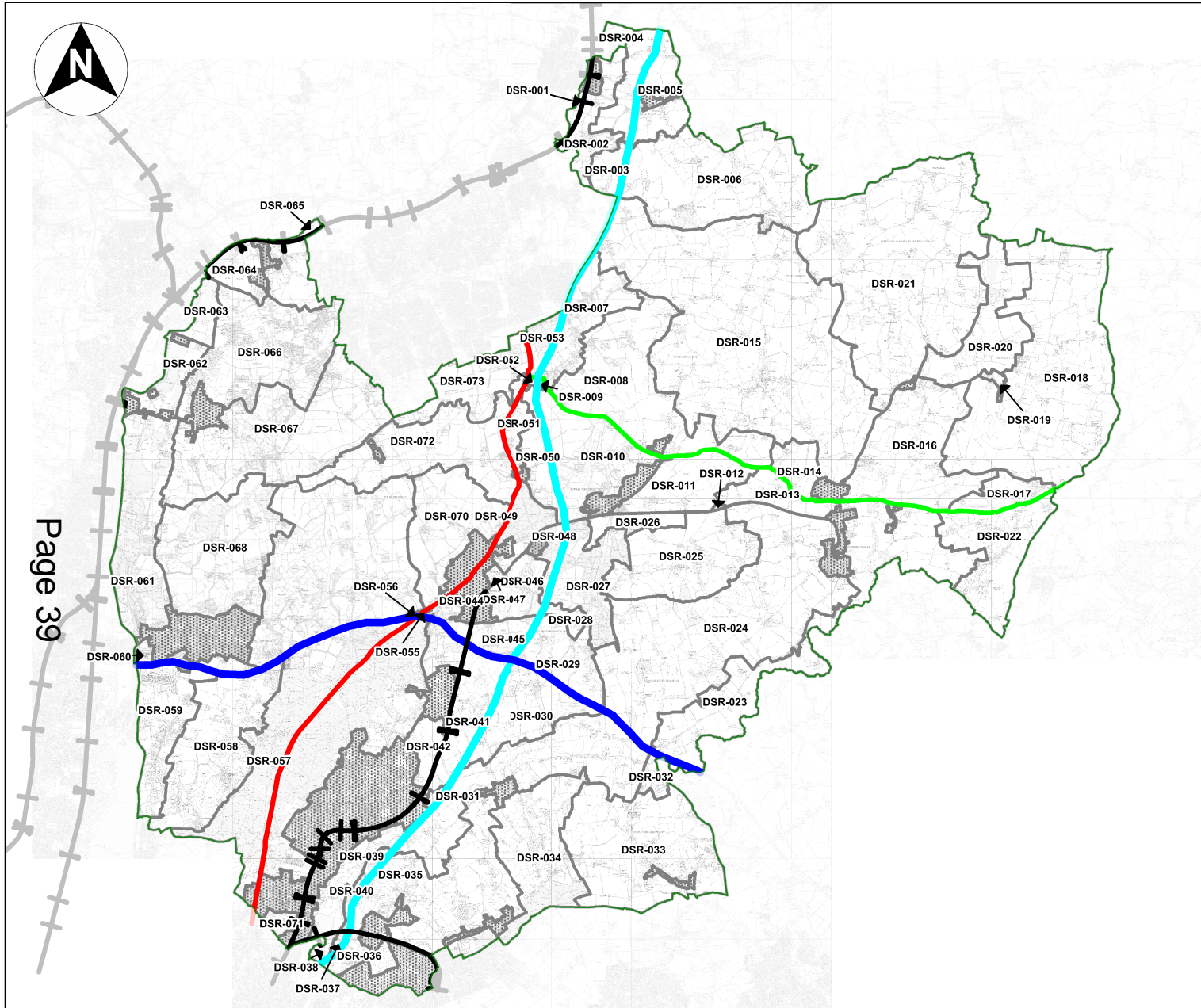
### **Detailed Site Assessments and the Local Plan**

30. Following the preparation of the draft Green Belt Review, there will be a need for a more detailed assessment and consideration of sites located within parcels which were deemed as contributing least to the purposes of the Green Belt. As part of this process the Council will also consider whether there are opportunities to promote positive use of the Green Belt in line with paragraph 81 of the NPPF, such as creating links between areas of green infrastructure and providing opportunities for outdoor sport and recreation. This further assessment will be considered alongside a host of other evidence base studies such as the Strategic Housing Market Assessment, Strategic Land Availability Assessment (SLAA), Employment and Economic Evidence Study, Infrastructure Delivery Plan, Green Infrastructure Strategy, Transportation Modelling, Sustainability Appraisal and the Development Viability Assessment. The outcome of this review will therefore provide only one piece of evidence amongst a variety of other considerations that must be taken into account before any changes to Green Belt boundaries can be justified for proposal in the draft Local Plan.

### **Cross Boundary Working and the Duty to Cooperate**

31. The Localism Act (2011) and NPPF require that local authorities and other identified bodies in the Localism Act work together on an active, ongoing and constructive basis on strategic cross boundary matters. Green Belt has been identified by EFDC as a cross boundary issue with the following adjoining local authorities and organisations. EFDC will work with these organisations and any others identified through the course of preparing the Green Belt Review including the preparation of this methodology:

- Harlow District Council;
- Uttlesford District Council;
- Chelmsford Borough Council;
- Broxbourne Borough Council;
- Brentwood Borough Council;
- London Borough of Redbridge;
- London Borough of Enfield;
- London Borough of Waltham Forest;
- London Borough of Havering;
- Essex County Council;
- Essex Highways;
- Lee Valley Regional Park Authority;
- Mayor of London / Greater London Authority;
- Corporation of London Conservators of Epping Forest;
- Natural England.



Green Belt parcels to assess



Settlements outside of Green Belt



M25



M11



B1393



A414



London Underground (current)



London Underground (heritage only)



Rail



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## **Report to the Cabinet**

**Report reference:** C-003-2014/15

**Date of meeting:** 23 June 2014



**Epping Forest  
District Council**

**Portfolio:** Safer, Greener and Transport

**Subject:** Baldwins Hill Conservation Area Character Appraisal and Article 4 Direction.

**Responsible Officer:** Maria Kitts (01992 564358)

**Democratic Services Officer:** Gary Woodhall (01992 564470)

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### **Recommendations/Decisions Required:**

- (1) To approve the adoption and publication of the Character Appraisal and Management Plan for the Baldwins Hill Conservation Area in Loughton;**
- (2) To approve the extension to the Baldwins Hill Conservation Area boundary; and**
- (3) To authorise the making of an Article 4 Direction pursuant to Article 4(1) and Article 6 of the GPDO covering the Baldwins Hill Conservation Area restricting the permitted development rights as set out in Appendix 2.**

### **Executive Summary:**

By law local planning authorities are required to determine areas of special architectural or historic interest and designate them as conservation areas. The LPA should also publish proposals for the preservation and enhancement of these areas. The proposals take the form of conservation area management plans, and it is considered best practice to accompany these management plans with character appraisals which chart the history of an area, the reasons for its designation, and the key elements of its special interest. Character appraisals often precede management plans as they provide the knowledge and understanding required to inform the creation of a successful and meaningful management plan.

The Baldwins Hill Conservation Area Character Appraisal and Management Plan has been prepared following due process and is now ready to be adopted and published for use by the general public (particularly residents), the Council's Development Management Section, and any other interested parties. Once adopted, the documents will become a material consideration in the planning process and will inform the decisions made relating to proposed developments within the conservation area.

This report also seeks approval to extend the conservation area boundary and for the implementation of an Article 4 Direction covering the conservation area. An Article 4 Direction restricts specified classes of permitted development rights (the rights homeowners have to carry out some development works without needing planning permission) and is an extremely useful tool in managing change in conservation areas.

### **Reasons for Proposed Decision:**

Under the provisions of section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990, Local Planning Authorities are required to designate areas of 'special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance'. Section 71 of the same Act states that the Local Planning Authority has a duty to 'publish proposals for the preservation and enhancement' of their conservation areas. This takes the form of a conservation area character appraisal and management plan. It is, therefore, a key statutory duty that the character appraisal is published.

The implementation of an Article 4 Direction will allow change to be more effectively managed within the conservation area as incremental alterations to the buildings and spaces around them, which are presently allowed under owners' permitted development rights, have a detrimental impact on the character and appearance of the area. The implementation of an Article 4 Direction will allow the Council to preserve or, in some cases, enhance the special interest of the area.

### **Other Options for Action:**

If the character appraisal and management plan is not published then the Council will not be fulfilling one of its statutory duties under the Planning (Listed Buildings and Conservation Areas) Act 1990. In addition, the lack of a character appraisal could make planning decisions within this area more difficult to defend at appeal.

### **Report:**

#### Baldwins Hill Conservation Area Character Appraisal and Management Plan, and boundary extension

1. Work commenced on the appraisal in 2008 but, due to staffing changes, the final publication of the document has been substantially delayed. The original draft appraisal was prepared between May 2008 and September 2010, with public consultation taking place in September 2010, including a public meeting on 23rd September 2010.
2. Comments and suggestions arising from the public consultation were incorporated into the document which included the request from a number of bodies to include Loughton Potato Ground (the allotments) and the Almshouses at the end of Stony Path within the conservation area. Given the intrinsic historic merit of this area, as some of the oldest allotments in the country, and the architectural value of the Almshouses, it is considered appropriate to extend the conservation area boundary to include these elements.
3. The Forward Planning Team, along with the Conservation Officer, commissioned a Heritage Asset Review (HAR) in 2012 (completed in May 2012). The aim of the study was to review the suitability of the District's conservation areas and locally listed buildings, forming part of the evidence base for the Heritage Conservation policies of the new Local Plan. The recommendations arising from the HAR, with regards to Baldwins Hill Conservation Area, were to remove two parts from the area. Following further research and consultation, it has been decided not to pursue either recommendation as it is considered that the existing conservation area boundary, with proposed extension, is adequate in protecting the special interest of the area.
4. Residents of the conservation area and other interested parties (including Loughton Town Council, Loughton Residents' Association, and the Hills Amenity Society) were consulted and invited to comment on one of the proposed boundary reductions put forward in the HAR study between November and December 2012. Four objections were received: two

from residents specifically objecting to the removal of nos. 30-32 Wroths Path from the conservation area; one from a representative of the Loughton Residents Association; and one from Loughton Town Council. Generally, the objectors were concerned about the potential of inappropriate development, but also the historic merit of some of the properties that would have been removed from the conservation area.

5. A final draft of the character appraisal, including the boundary extension to include the allotments and Almshouses, has now been produced (see Appendix 1). The appraisal explores the landscape setting, historical development, and architecture of the area in order to define the elements of special architectural and historic interest, and the general character of the area. These elements include: the two distinct areas of development, reflecting the influence of the 1878 Epping Forest Act; the architectural quality and historic interest of listed buildings and locally listed buildings; the varied architectural styles dating largely from the 19<sup>th</sup> and 20<sup>th</sup> centuries; and the relationship between the buildings and the forest edge (for further information see page 5 of Appendix 1).

6. Following the discussion of the special interest and character of the area, the appraisal sets out the Council's objectives for the preservation and enhancement of the conservation area over the next five years in the form of a Management Plan (for further information see page 22 of Appendix 1).

#### Article 4 Direction

7. An Article 4 Direction is made under the provisions of Article 4(1) of the Town and Country Planning (General Permitted Development Order) 1995 as amended (GPDO). It restricts permitted development rights within a specified area where it is known that permitted development under the GPDO is resulting in the loss of identified special architectural or historic interest. Article 6 of the GPDO provides for a Direction to take immediate effect in a Conservation Area.

8. It should be noted that an Article 4 Direction does not necessarily prevent development; it just introduces the requirement for planning permission which, if the development is deemed appropriate, will be granted.

9. Within the District, only two conservation areas are currently covered by Article 4 Directions; York Hill Conservation Area and Staples Road Conservation Area. Both these areas are located within close proximity to Baldwins Hill Conservation Area in the 'Hills' area of Loughton. Both these areas have benefitted from the restriction in permitted development rights in terms of preserving the character and special interest which is inherent in the quality of the built environment. It is intended that the Article 4 Direction covering Baldwins Hill Conservation Area will contain the same restrictions as the one covering the Staples Road Conservation Area.

10. It has been recognised through the HAR and by officers that alterations carried out to buildings within the Baldwins Hill Conservation Area as permitted development are undermining the character and appearance of the area. The introduction of unsympathetic modern UPVC windows and doors, and the removal of front boundaries to create areas of hardstanding, are particularly damaging to the character and appearance of the area. Other alterations to the front elevations of buildings can be equally as damaging. It is therefore proposed that an Article 4 Direction should restrict the majority of permitted development rights relating to works to the front elevations (or those elevations fronting a highway or open space) of the houses within the conservation area.

11. Support for the creation of an Article 4 Direction as described has been received from Loughton Town Council and the Hills Amenity Society.

12. The permitted development rights intended to be restricted by the Direction and the properties to be covered are included in Appendix 2.

#### Outcomes: Character Appraisal and Management Plan

13. If the publication of the appraisal and the extension to the boundary are approved, then this will allow the conservation area to be better managed through the preservation of its special interest and character. The appraisal will be used to inform residents and developers on acceptable works within the conservation area, and those works which could cause harm to its character. It will also inform decisions made by Development Management to ensure a consistent approach to the preservation and enhancement of the area.

14. Following approval, the appraisal will be published on the Council's website and a limited number of hard copies will be available from Planning Reception at the Civic Offices, as well as other outlets in Loughton (Loughton Town Council Offices, Loughton Library). Letters will be circulated to residents within the conservation area and any other interested parties notifying them that the appraisal has been published and is available to view on the Council's website. The appraisal will be reviewed after five years.

15. In accordance with section 70 of the Planning (Listed Buildings and Conservation Areas) Act 1990, the extension to the conservation area boundary will be advertised within the Epping Forest Guardian and the London Gazette.

#### Outcomes: Article 4 Direction

16. Should the decision be taken to agree to the making of an Article 4 Direction then the legal document will be drawn up along with an explanatory leaflet in plain English for owners/occupiers within the conservation area. Notice will be served on owners/occupants of the conservation area which will include a copy of the Direction and the explanatory leaflet. In addition notice will be published and site notices put up in accordance with the publicity requirements of the GPDO and copies lodged at the Civic Office for public inspection. The Direction will come into force on the date notice is served. Following this there will be a period (of at least 21 days) during which representations can be made in relation to the Direction. These representations must be considered by the Council and the Direction confirmed within 6 months of it being made or it will expire. The decision to confirm or otherwise will remain with the Cabinet.

17. It should be noted that the implementation of an Article 4 Direction could result in compensation claims being made against the Council. If permission is refused following an application that was only required as a result of the Article 4 Direction, it may be possible to claim compensation from the Council under sections 107 and 108 of the Town and Country Planning Act 1990.

18. Compensation could be payable if the restricted development would have increased the value of the building. The amount of compensation can include the difference in the value of the land if the development had been carried out and its value in its existing state, as well as the cost of preparing the plans for the works.

#### **Resource Implications:**

Some officer time will be required to administer the printing and circulation of the documents and the notification letters, as well as any arising queries from members of the public, for both the character appraisal and the Article 4 Direction. The Technical Officer for Conservation is a fixed term post until the end of 2014-15 and, therefore, has the capacity to deal with this



workload.

### **Legal and Governance Implications:**

The statutory powers relevant to this decision are found within sections 69, 70 and 71 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

Article 4 Directions are made under Article 4(1) and Article 6 of the General Permitted Development Order 1995.

### **Safer, Cleaner and Greener Implications:**

Improved understanding and protection of part of the District's historic environment.

### **Consultation Undertaken:**

Public consultation on the content of the appraisal and management plan was undertaken in September 2010 with all comments and suggestions taken into account and, where appropriate, incorporated into the document. This process adheres to sections 71(2) and (3) of the Planning (Listed Buildings and Conservation Areas) Act 1990 which requires local planning authorities to allow the contents of an appraisal and management plan to be considered by the public, and their views taken into account.

Further consultation with key stakeholders took place as part of the wider HAR in April 2012, in which, along with all the District's conservation areas and locally listed buildings, comments on the adequacy of the conservation area were invited and considered by the appointed consultants.

An additional period of consultation was carried out between November and December 2012 during which time residents and interested parties were consulted on the reduction to the conservation area boundary, as suggested in the HAR, and asked to comment. The resulting comments, and further research, led to the decision not to amend the boundary.

N.B...The appraisal contains a section on 'Community Involvement' for further information.

### **Background Papers:**

Baldwins Hill Conservation Area Character Appraisal and Management Plan (Appendix 1)

Suggested permitted development rights to be restricted by the Article 4 Direction and plan showing properties to be included (Appendix 2)

### **Impact Assessments:**

#### Risk Management

Potential claims for compensation (see paragraph nos.17-18 above).

#### Equality and Diversity:

*Did the initial assessment of the proposals contained in this report for relevance to the Council's general equality duties, reveal any potentially adverse equality implications?*

No

Where equality implications were identified through the initial assessment process, has a formal Equality Impact Assessment been undertaken? No

What equality implications were identified through the Equality Impact Assessment process?  
N/A

How have the equality implications identified through the Equality Impact Assessment been addressed in this report in order to avoid discrimination against any particular group?  
N/A

### Due Regard Record

Date / Name	Summary of equality analysis
27/05/2014 Maria Kitts	<ul style="list-style-type: none"> <li>- The adoption and publication of the conservation area character appraisal and management plan will provide residents, and other interested members of the public, with information on the unique elements which contribute to the character and special interest of the area in which they live. They will also be used to inform planning decisions.</li> <li>- The method of providing access to the document has been identified as a potential issue, although this can be overcome.</li> <li>- In order to ensure this document is widely accessible to all, it will be available electronically on the EFDC website and in hard copy at the Civic Offices in Epping, and at other outlets within Loughton (closer to the conservation area). A letter to each household within the conservation area will notify residents of where and how they can view the document.</li> <li>- Furthering local understanding of the history and special interest of the conservation area should strengthen the residents' sense of place and inclusion with the local community.</li> </ul>



# Baldwins Hill Conservation Area

*Character Appraisal and  
Management Plan*

June 2014



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# 1. Introduction

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## 1.1 Definition and purpose of conservation areas

A conservation area is an 'area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance' (Section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990). Conservation areas can take many different forms. They may be focused on a historic town centre or village, an important country house set in landscaped grounds, or an area with strong links to a particular industry or philanthropist.

The designation of a conservation area introduces special planning controls, including the requirement of consent from the Council to demolish any building or part of a building or to carry out works to trees. These restrictions aim to ensure that the special architectural and historic interest of an area is retained for the benefit of local residents, businesses, visitors and future generations.

## 1.2 Purpose and scope of character appraisals

Following conservation area designation, local authorities have a statutory duty to formulate and publish proposals for the preservation and enhancement of conservation areas, and to consult the local community about these proposals. A conservation area character appraisal is intended to fulfil this obligation. Its main aims are to:

- define the special architectural and historic interest of the conservation area;
- review the current conservation area boundaries, so that they reflect what is considered to be of special interest;
- increase public awareness of the aims of conservation area designation and encourage community involvement in the protection of the character of the area;
- identify measures that need to be taken to preserve the character of the conservation

area and put forward proposals for its enhancement.

This document intends to provide a framework to both manage and guide change in Baldwins Hill Conservation Area. In addition, it is hoped that it will inform other planning decisions affecting the area.

However, it is not intended to be comprehensive in its content and failure to mention any particular building, feature or space does not imply that these are of no interest.

## 1.3 Extent of Baldwins Hill Conservation Area

Baldwins Hill Conservation Area was first designated in 1977 as part of York Hill Conservation Area. However, it was subsequently designated as a separate conservation area in 1995. The boundary incorporates most of Baldwins Hill in addition to sections of Stony Path, Wroths Path and Whitakers Way. The conservation area is shown in Map 1 (Appendix 5).

## 1.4 Methodology

This document was compiled between autumn 2008 and summer 2014. As part of this process, the conservation area was surveyed and photographed in detail, a range of cartographic sources were consulted and documentary research was undertaken. A draft version of the appraisal was put out to public consultation between November 2009 and January 2010. Comments and suggestions of key stakeholders were then incorporated into the final version.

Following this process, the conservation area was reviewed by heritage planning consultants, DPP Consulting Ltd., in May 2012 along with the other conservation areas in the District. The review involved undertaking documentary research, site visits and consultation with key stakeholders, and recommended extending the boundary of York Hill Conservation Area to include one extra plot. For the full 'Heritage Asset Review' report see the Heritage Conservation webpages of the Epping Forest District Council (EFDC) website.

## 2. Planning Policy Context

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### 2.1 National Policy and Guidance

Conservation areas were first introduced by the Civic Amenities Act of 1967 and are now protected by law under the Planning (Listed Buildings and Conservation Areas) Act 1990. National guidelines concerning government policies for the identification and protection of historic buildings, conservation areas, and other elements of the historic environment are set out in the National Policy Framework (NPPF) (2012), particularly under section 12. This document supersedes Planning Policy Statement 5: Planning for the Historic Environment (2010).

### 2.2 Local Plan Policies

The Council's current policies relating to conservation areas are set out in the Epping Forest District Local Plan. This plan was originally adopted in 1998 with alterations adopted in 2006, including the addition of policy HC13A concerning the creation of a list of buildings of local architectural or historic importance and matters relating to them. The Local Plan policies have been reviewed in light of the NPPF and a significant number remain compliant with government policies.

The Council has begun work on a replacement Local Plan. The Local Development Scheme, adopted in July 2013, anticipates adoption of the plan in June 2016. At this stage, it is uncertain how conservation area character appraisals will fit into the new system, but it is expected that they will become advisory policy documents that will support the main development plan. Further information can be found on the Planning section of the EFDC website.

### 3. Summary of Special Interest

#### 3.1 Definition of special architectural and historic interest

The special architectural and historic interest of Baldwins Hill Conservation Area derives from the large number of historic buildings found within it, many of which are statutory or locally listed. These include cottages, houses and a gate keeper's lodge, built between the 19<sup>th</sup> and 20<sup>th</sup> centuries. The main elements contributing to the special architectural and historic interest of Baldwins Hill Conservation Area are set out below:

##### Elements of special architectural and historic interest

- Architecturally the area is characterised by two distinct phases of development, reflecting the influence of the Epping Forest Act of 1878 which prevented further expansion onto Epping Forest land. The houses around the *Foresters Arms* on both sides of Baldwins Hill, extending towards Goldings Hill were constructed during the first phase and an isolated group of houses at nos. 2-36 Baldwins Hill, were constructed during the second.
- Two grade II 20<sup>th</sup> century listed buildings.
- Three locally listed 20<sup>th</sup> century buildings.
- Many Victorian houses, featuring unique architectural designs.
- Nos. 37 and 39, Baldwins Hill built in 1995 were runners up in the District Council's Design Awards (Residential Category) 1996.

#### 3.2 Definition of the character of Baldwins Hill Conservation Area

The character of a conservation area can derive from a range of different elements. These might include physical features such as architecture, open spaces, hedges and trees, landmarks, and boundary treatments; or intangible associations such as an area's relationship with people through time or its links a specific historic event. It is the mixture of these elements that combine to create a unique sense of place.

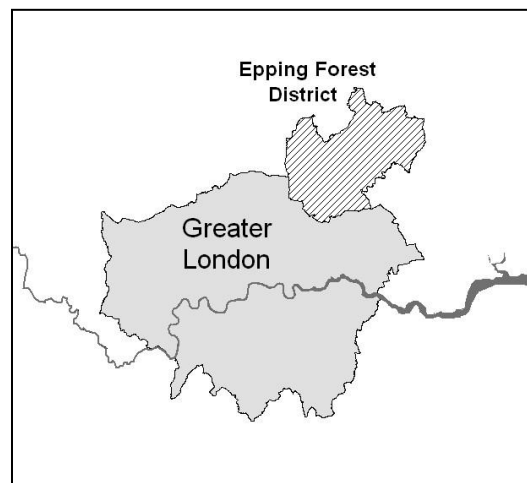
##### Factors contributing to the character of the conservation area

- Baldwins Hill is the highest part of Loughton and lies along the crest of a ridge that rises gently north from York Hill.
- The relationship of the buildings to the forest and the extensive views across the forest from the conservation area.
- The tranquility of the area despite its proximity to Loughton town centre.

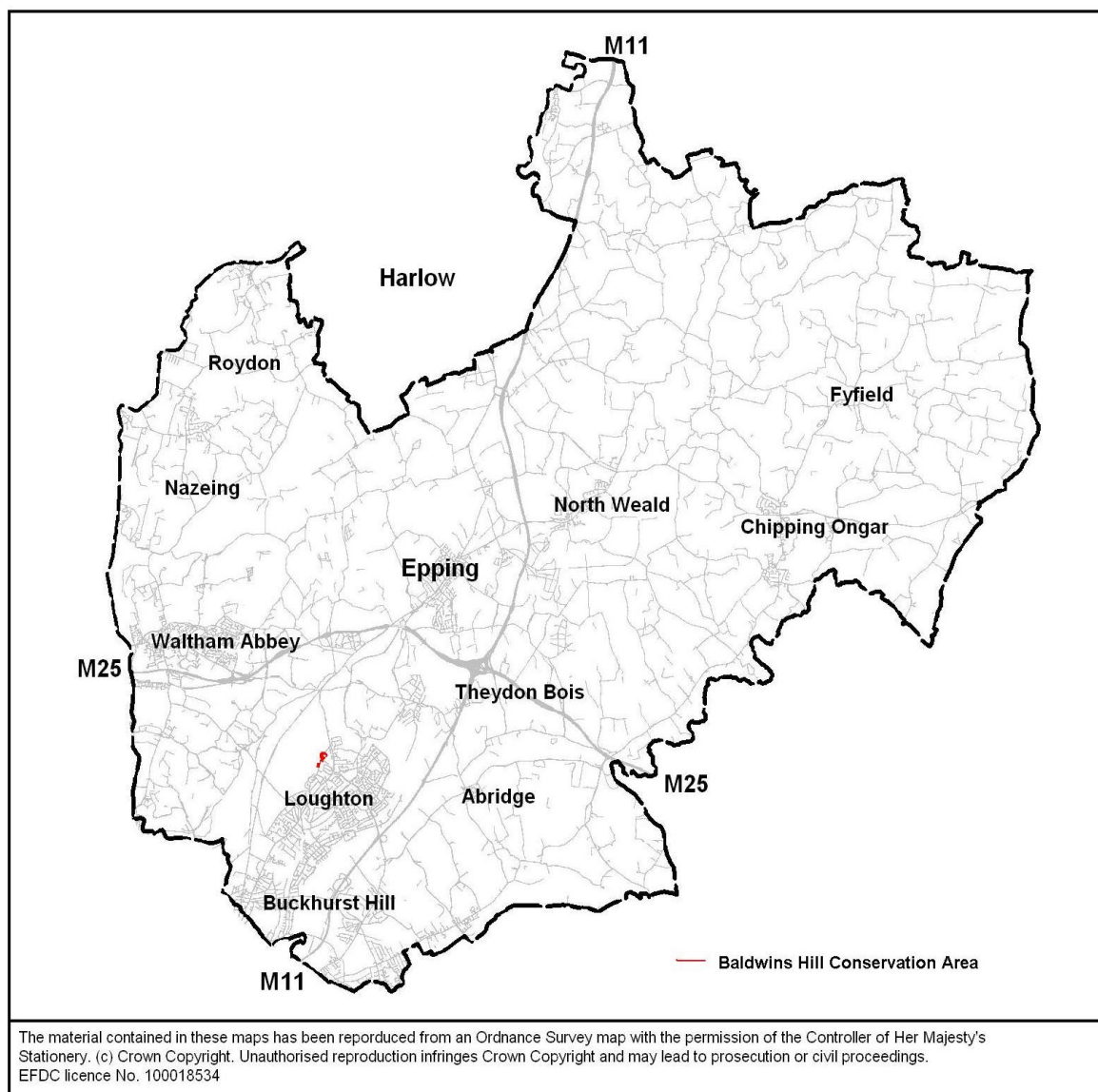


## 4. Location

Baldwins Hill Conservation Area incorporates Stony Path, Wroths Path and Whitakers Way, in addition to Baldwins Hill, in Loughton, Essex. It lies approximately 9 miles south of Harlow, 4 miles south east of Waltham Abbey, 5 miles south west of Epping and 12 miles north east of the centre of London. Loughton is situated immediately south of the M25 and west of the M11, to the south west of Epping Forest District.



*Location of Epping Forest District*



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*Location of Baldwins Hill Conservation Area within Epping Forest District*



## 5. Topography and Setting

Loughton is the largest town in the Epping Forest District with the hilliest terrain. Baldwins Hill is located in the highest part of Loughton and lies along the crest of a ridge that rises gently north from York Hill. Epping Forest can be found immediately to the west of Baldwins Hill and Loughton town to the south-west.



*View from the Foresters Arms*



*Aerial view of Baldwins Hill Conservation Area*



## 6. Historical Development and Archaeology

### 6.1 Origins and development

The earliest known reference to Loughton is contained within a Charter of Edward the Confessor, dated 1062 (written Lukinton). The town is also later recorded in the Domesday Book (enscribed Lochetuna and Lochintuna). By the 13th and 14th centuries it had become known as Luketon.

Baldwins Hill (earlier Baldwyn's Hill) most likely originated as a track from Mutton Row (now York Hill) to the White Lion, a public house which stood in Goldings Hill until the late 18th century (north east of the conservation area). It was metalled in 1865, and was known locally as Dalley's Hill (drawn from Dalley's Dairy in Goldings Hill) until well into the 20th century.

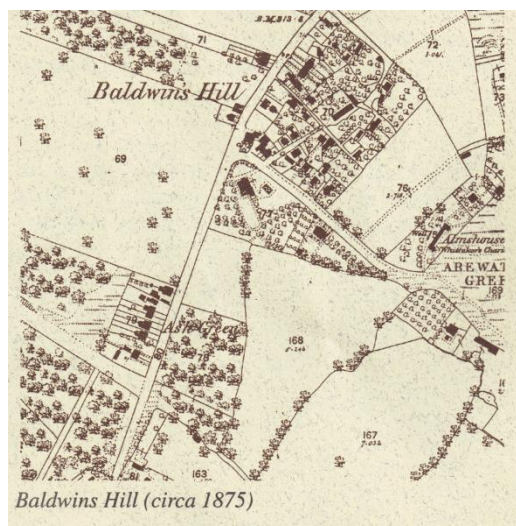
The history of Baldwins Hill is closely tied to that of the forest that it bounds. Strong hedges and stout gates, typical of forest-side occupation are reminders of the days when deer, cattle and wildlife had to be taken seriously. Once a Royal Forest, used by the Normans as hunting ground, the 'Forest of Essex' almost disappeared due to destruction and development by the local Lords of the Manors. Following the introduction of the 19th century parliamentary Enclosure Acts, large tracts of common land across the United Kingdom were fenced off and entitled to individual (or multiple) owners. The land was afforded legal property rights, thus enabling private development to take place.

Enclosure was unpopular, particularly amongst the working classes. By law, commoners had the right to access common land for activities such as grazing livestock and lopping wood for winter fuel. Not only were these rights crucial to their livelihoods, but they were also instrumental in preventing the large scale development of common land. By 1870, half of the forest's 6000 acres had been sold off at £5 an acre and enclosed by the local Lords of the Manor. In exchange for land, recipients were forced to give up their commoners rights.

Many local people were unhappy with what they saw as the unjust appropriation of public land for private benefit. The ensuing fight against the enclosure of Epping Forest was led by labourer Thomas Willingale (1799–1870). Willingale's legendary resistance in 1866 to Lord Maitland was highly influential in the rise of the national conservation movement and ultimately led to the Epping Forest Act of 1878. The Act prevented

enclosure of forest land for private development, and overturned laws preventing commoners from freely grazing their cattle. However, under the new act lopping rights for commoners were extinguished and handed over to the forest conservators. In compensation, Lopping Hall was gifted to the parishioners of Loughton.

By the Victorian period, Loughton had become a fashionable middle class address for prominent artistic and scientific members of society. New residents were attracted by its close proximity to both Epping Forest and London. The advent of the railways in the 1850s created a direct line from Loughton to the capital, reinforcing its popularity amongst discerning commuters.



Baldwins Hill c.1875

During the 19th and 20th centuries Baldwins Hill was frequently the focus of celebrations and games, including giant bonfires and firework displays for royal jubilees. Ash Green (opposite numbers 2 – 6 Baldwins Hill) was traditionally a meeting place for local boys to play football, and was also used by the local Grout family (who owned both the Foresters Arms and Gardeners Arms) to sell teas, snacks and confectionery to forest visitors.

Baldwins Hill was the also name of the 'rookery' (a hamlet of small cottages) clustered on the hilltop, and reached by a track of the same name which extended from Ash Green to Goldings Hill. This hamlet (also known as Baldwins Gardens, and Budd's or Birds Hill) was named after George Baldwyn, who owned tenements there in the early 18th century. Most of the built up area in Baldwins Hill began life as "assarts" (small scale areas of

cleared forest given over to other uses). These evolved from the edge of the forest, often through use of the "Loughton fence". This was a boundary to the land formed by a hedge of bramble cut annually from the inside, and so constantly enlarging as the brambles spread.

Loughton is one of the very few examples in England where the tenements of the poor were historically located on a hilltop. In Loughton's case it was no doubt because the gravel soil below was less fertile and that the adjacent forest provided work, building materials and, to a certain extent, food. The Victorian writer D.W. Collier, in his *People's History of Essex* (1861), recognises the idleness of the inhabitants who, from foraging in the forest, growing their own vegetables and selling forest produce, were able to subsist without the need for regular work.

The original focus of the Baldwins Hill 'rookery' was the parish Poor House, the almshouses and the Potato Ground allotments (the latter two still existing) all of which underline the relative poverty of its inhabitants in Victorian and earlier times.



2 – 36 Baldwins Hill c1920

The variation in style and size of plot of the houses demonstrates the gradual evolution of the settlement created in or adjoining the forest on forest waste land as was the custom of the manor of Loughton. This can be seen from the necklace of buildings on the edge of the forest which is present throughout Baldwins Hill.

The development was shaped by lords of the manor giving away small plots to the deserving poor as well as to workers on their estates. The land on which nos. 47 & 49 stand was one example of this practice, given to the George Hicks family c.1830. This area was also where the two families of Higgins and Willingale (previously mentioned) lived in addition to other well known people. It was also the site where a group of artists founded a paint factory to make colours based on medieval recipes. The forest had an influence on many of these people's work.

The cottages in Stony Path were built by Lord Cholomondley for workers in Madderton's artists' colour factory, and described by Waller as "on the Yorkshire model". The manager of the factory was Vincent Nello, who lived at Leigh House (2 Baldwins Hill) who secured several patents for artistic materials including an improved easel, in conjunction with Loughton artist William Brown MacDougall.

## 6.2 Archaeology

There has been no recorded archaeological exploration in the conservation area which was forest land until the latter part of the 19th century.

## 6.3 Notable Residents

**Muriel Lester** (1882-1968) and her sister Doris were peace campaigners and philanthropists who lived at no. 47 Baldwins Hill. They later lived at no. 49, using no. 47 as a hostel for East End children visiting the forest. In 1934 Muriel Lester accompanied Mahatma Gandhi on his tour of earthquake-shaken regions in Bihar on his anti-untouchability tour. Today they are usually associated with Kingsley Hall, the East London social centre they helped found, and Gandhi, whom they befriended and supported during his campaign for Indian independence.



Muriel Lester



Doris Lester

**Sir Jacob Epstein** (1880-1959), the American-born sculptor and painter, lived on Baldwins Hill for almost 30 years. At no. 49, he created his controversial sculpture 'Rima', which was unveiled in Hyde Park by Stanley Baldwin in 1925. He later bought no. 50.



Sir Jacob Epstein

**Dr. Fred Stoker** (1878-1943) was a surgeon, who came to live in Loughton around 1920. Although he trained and worked as a medical doctor, he and his wife became famous nationally as gardeners developing five acres of glorious gardens at 'The Summit' between 1928-1964. After his death the house and gardens were offered to the National Trust but declined. A 1970's development also called 'The Summit', now covers the area.



Dr Fred Stoker

**Anne Whitaker** (1744 -1825), the unmarried daughter of William Whitaker, inherited Loughton Hall and estate on her mother's death. In her own will of 1825, Anne left £2,200 to build the almshouses on Arewater Green, and gave three acres of forest waste for allotments in 1813 and a further three acres in 1817. This was potentially for soldiers returning from the Napoleonic wars. Later part of the gardens was joined with Loughton Potato Grounds to provide allotments. The allotments have been known by different names, originally Poor's Potato Ground, Parish Allotments, Potato Grounds, Botney or Bodney. They are the oldest allotments in Essex and may be the oldest in continuous cultivation in the country.

## 7. Character Analysis

### 7.1 General character and layout

Baldwins Hill Conservation Area is largely focused around Baldwins Hill itself, but also incorporates the group of houses found around Whitakers Way and the northern end of Stony Path, in addition to extending down to the row of cottages opposite Ash Green. The area is predominantly residential and is characterised by detached dwellings, historically built in or close to the forest. A public house, The Forester's Arms, exists in the centre of the area overlooking the forest. The surrounding trees and open spaces of Epping Forest heavily influence the character of the area, and afford a tranquil atmosphere. These spaces are protected either as forest land or as an identified open space in the Council's Local Plan.

A clear divide can be seen in the layout of the conservation area between the north west and the other parts, with the former mostly consisting of large detached dwellings and the latter featuring a higher density settlement pattern, where historically many people would have lived in crowded conditions.

### 7.2 Key views

The variety and quality of views are an important part of the Baldwins Hill Conservation Area. The key views have been identified as follows;

From the southern end of the Conservation Area looking north along Baldwins Hill as far as the Foresters Public House and also south towards Ash Green and the York Hill Conservation Area.

From the Foresters Arms Public House looking west across the forest towards High Beech, which is one of the many views painted by Sir Jacob Epstein.

From the top of Stony Path and from the Potato Ground looking southeast and south as far as Brentwood and the North Downs.

Finally a secluded view of the locally listed Keepers Cottage and surrounding forest can be seen from the very north edge of the conservation area.

### 7.3 Character areas

The Baldwins Hill Conservation Area can be divided into four character areas as shown on map 3 (Appendix 5). These areas do not have precise boundaries, but they identify how different parts of

the conservation area have their own unique character in terms of special and architectural features, land use and levels of activity.

#### Area 1. Houses opposite Ash Green

This section of the conservation area comprises the cottages opposite Ash Green and Baldwins Hill stretching north along the road, ending at no. 5 Baldwins Hill. It forms the southern end of the Baldwins Hill Conservation Area, some 300 yards north of Ash Green House and the York Hill Conservation Area.

This cluster of detached and semi-detached cottages on the south west side of Baldwins Hill originally derive from two irregularly-shaped "assarts" which gradually evolved into the eclectic mix of houses we see today. Though most are much altered, the ensemble retains some charm, especially where weatherboarding survives as at Holly Cottage, no. 34, which dates from the 1830s.

The open forest on the east side of the road is known as Ash Green. This acts as a buffer between the Harwater estate to the east and Baldwins Hill Conservation Area. The valuable corridor of undeveloped land between these cottages and the next houses helps maintain local biodiversity.

#### Area 2. Around the Foresters Arms



The Foresters Arms

This section of the conservation area is based around the Foresters Arms Public House. Set within its own grounds in a prominent position, it affords some of the most important views in the area. The area also includes the cottages from the Foresters Arms down to the north end of Ash Green, 2-10 (odd) Stony Path to the east and nos. 38, 40 and 42 Baldwins Hill to the west.



The cottages around the Foresters Arms are high density settlements and have historically had the highest concentration of population in the area.

No. 40 nearby, known as Swiss Cottage though it was earlier Rose Cottage, was for some years the home of playwright and actor Ken Campbell (d. 2008). It has been claimed that this extraordinary little timber cottage was imported directly from Switzerland, though as the name is relatively new and such houses were readily available in kit form for plotlands developments in the 19th and 20th centuries, this seems unlikely.



Swiss Cottage, Baldwins Hill

The Foresters Arms stands foursquare on the corner of Baldwins Hill and Stony Path. It may have originated as a beershop after 1830, but certainly assumed its present form soon after 1865. The tea gardens to one side survive as a beer garden and there is a superb panorama across the forest from the balcony. This spot is the highest point in Loughton.

The bottom half of Stony Path remained unmade until the 1990s. There was once a shop in the row of 4 houses (which used to be known as “Foresters Cottages”) at the top of Stony Path. The shop,

which closed in 1939 was, like many other local enterprises including the Foresters Arms and the Gardeners Arms, run by the prolific Grout family.

From the Foresters Arms, Baldwins Hill continues in a south-westerly direction. No. 9, Monkwood, is a very fine example of Art Deco architecture, dating from 1937. No. 5, White Cottage was originally a fine Arts & Crafts house but is now much altered.

### Area 3. Stony Path and Potato Ground

This section of the conservation area includes the south eastern end of Stony Path within the conservation area and the allotments, ending at the Almshouses.

No. 18, Stony Path (Walnut Cottage) is essentially a 1960s rebuild of an original weatherboarded tenement, though it retains many charming features. It was once the home of Millican Dalton (1863-1947), the “Professor of Adventure” who promoted outdoor activities such as climbing, hill-walking and pioneered sustainable living decades before it became fashionable. No. 26 Stony Path (Norham Lodge), retains much attractive detailing, including a rustic porch sheltering a front door ornamented with coloured glass showing a Viking longboat in full sail. The house is double-aisled, brick-built to the first floor with white weatherboarding above, topped off with a tile roof; many original details such as flagstone flooring and timber window frames survive. Again, it is likely to have a late medieval origin as one of the little maze of timber dwellings so characteristic of the Birds Hill rookery. Oddly the house has Crittall windows fitted c. 1950, which appear incongruous given the age of the building. Norham Lodge was the home of the Jacobs family from c.1910-1950. Charles Jacobs was a local magistrate and Chairman of Loughton Urban District Council 1920-22 and 1928-29.



Norham Lodge, Stony Path

The potato ground allotments and the row of Almshouses (1827) form an important historical site. The allotments are among the oldest in the country and lay claim to being among the oldest in continual cultivation in the country. The almshouses were home to poor people of the village and were built of yellow stock bricks with slate roofs and containing windows with four-pointed arches. The outside is unchanged although there are now four instead of six having been enlarged internally to accommodate bathrooms.

The area retains its semi-rural character. Hedgerows and fences surround the allotments. Two footpaths through the allotments lead to Goldings Hill, Stony Path and to the Poor Houses.

Across the road to nos. 12-28 Stony Path lie two houses within the conservation area, nos. 1 and 9. These are both within the grounds of what was once a single plot of land extending to Ash Green which contained a large detached house, Baldwyns. No. 9, Baldwyns Cottage, is reputedly the coach-house of Baldwyns. The rear property boundary of nos. 1 and 9 extending up to no. 5 Baldwins Hill where it adjoins Ash Green and also behind nos. 11-23 Stony Path is an ancient boundary, containing several ancient trees which are outgrowths from what was a medieval hedge marking a field boundary.

#### Area 4. Whitakers Way to western boundary

This section of the conservation area incorporates the north end of Baldwins Hill including the 5 statutory listed and 1 locally listed buildings.

At the north end of the conservation area Baldwins Hill is characterised by a very narrow passage way with development on both sides and a diversity of building styles and sizes.

Whitakers Way is named after Ann Whitaker, lady of the manor of Loughton (1744-1825). This remains a private unmade road. Monkwood Cottage is a fine example of the Arts & Crafts style, by William Lethaby and dating from 1896. It was built for Sir Hubert Llewellyn Smith (1864-1935), prominent educationalist and sociologist, and later lived in by Arthur Pillans Laurie (1861-1949), the scientist and founder of Madderton's colour factory (see below). There was formerly an open-air theatre in the grounds, much used for entertaining East End children.



Monkwood Cottage, Whitakers Way

The conservation area continues beyond Whitakers Way with two contrasting built areas. On the south side is the Baldwins Hill 'rookery', an area of relatively small houses clustered around Wroths Path (named for the Wroth family, lords of the manor in the 17th century). This was where "Old" Thomas Willingale (1798-1870) lived. Originally laid out as cottage gardens, after 1891 Wroths Path was dominated by Madderton's, an artisan works in the style of William Morris, where paint was mixed by hand to medieval recipes. Madderton's closed during the Second World War, but the works remained in industrial use until the 1960s.

Many of the houses date from this time (by local builders Sapsford) with some from the 1990s (by Westcott, another local builder) and are excluded from the conservation area, but there are also a number of interesting older buildings reflecting the area's origin as a settlement of poor tenements. Nos. 29-35 (odd) are listed Grade II cottages, partly weatherboarded and dating from about 1867. Nos. 47-49 bear a blue plaque commemorating the Lester sisters, social reformers and philanthropists. The sculptor Jacob Epstein also lived at no. 49 before he moved across the road to no. 50. In Wroths Path itself, Nos. 3-5 are the only remaining original weatherboarded cottages, though much altered. Nos 12-14 (Whitethorn Cottages) were built



in 1909 by William Waller to help improve the neighbourhood. No. 2 was sympathetically extended in 2008-09 using traditional materials and designs.

On the north side lies a grouping of much larger houses, whose origins lie in 19th-century “assarts” or arbitrary seizures of land from the forest. Much of this land was a rose nursery in the 19th century, and is designated ‘pink land’, forest land which, while not having to be returned to the forest, cannot be further built on. Some of the houses are locally significant. Of these, No. 50, Deerhurst, a listed building, has already been mentioned as the home of Jacob Epstein. Also important is the locally listed Keepers Cottage. This late Victorian cottage, designed by Loughton architect Edmond Egan, is a truly rustic bower half-hidden in the forest.

#### 7.4 Buildings of architectural and historic interest

Many of the buildings in the conservation area are of architectural and historic interest. These include statutory listed buildings, locally listed buildings and other buildings of townscape merit (Map 4, Appendix 5). The buildings, which include cottages and public houses, are spread throughout the conservation area and range in date from the 19<sup>th</sup> to the 20<sup>th</sup> centuries (Map 5, Appendix 5).

##### Statutory listed buildings

Statutory listed buildings are considered to be of special architectural and historic significance. They are of national or regional importance and are usually referred to simply as ‘listed buildings’. Listed buildings are designated by the state and listed building consent is required before any alterations can be made which affect the character of the building. Listed buildings are categorised as Grade I, II\* and II, in descending order of importance. All the listed buildings in York Hill Conservation Area are Grade II listed.

##### Statutory listed buildings

- **Deerhurst, 50 Baldwins Hill**
- **29-35 (odd) Baldwins Hill**



Deerhurst, Baldwins Hill, Statutory Listed

No. 50 Baldwins Hill (Deerhurst) dates from the 19th century and was the home of sculptor Sir Jacob Epstein between 1933 and 1950. Rendered and painted white it has been well-maintained with many original features.

Deerhurst is on one side of the road and the row of partly weather boarded cottages, nos. 29-35, are on the other. It was at no. 47 Baldwins Hill that peace campaigners Muriel and Doris Lester lived and worked from 1937 to 1968. They are still owned by their Kingsley Hall foundation.

In two of these, 1 Albion Cottages (49) and later ‘Deerhurst’ (50), lived the Sculptor, Sir Jacob Epstein. In the still extant (though possibly renewed) shed behind no. 49, he sculpted his ‘Rima’ and ‘Visitation’.

Nos. 29, 31, 33 and 35 Baldwins Hill were built by JW Maitland as estate cottages around 1867. The terrace of four dwellings is set back from the road behind large front gardens and are of timber frame construction with weatherboarding to the ground floor and roughcast render above.



29 – 35 Baldwins Hill, Statutory Listed

**Locally listed buildings**

The Local List, which is maintained by the District Council, includes buildings which are considered to be of local architectural or historic importance. No specific consent is needed for alterations to locally listed buildings over and above the normal planning controls, but they do receive special consideration within the normal planning process and their inclusion on the Local List normally provides a presumption against the redevelopment of the site.

All three of the locally listed buildings in the area have an unusual element to them. 9 Baldwins Hill is one of the few surviving examples in Loughton of a “curvilinear” Art Deco house. Swiss cottage (40 Baldwins Hill) is suggested to have been imported from Switzerland in 1849 and rebuilt here. However, such cottages were also available in kit form in Britain in the late 19th century and were intended for plotlands and as seaside cottages with decorative features.

**Locally listed buildings**

- **9 Baldwins Hill**
- **Swiss Cottage, 40 Baldwins Hill**
- **Keeper’s Cottage, Baldwins Hill**

Finally, Keepers Cottage in Baldwins Hill is a late 19<sup>th</sup>-century Forest-keepers lodge. Designed by

Edmond Egan, it is one of the few remaining of such lodges.

**Key Buildings of Townscape Merit**

Besides the statutory and locally listed buildings, there are other ‘key buildings of townscape merit’ which contribute significantly to the character and appearance of the conservation area. The most important of these have been identified as follows:

**Key Buildings of Townscape Merit**

- **Nos. 17 & 19 Baldwins Hill**
- **Nos. 21 & 23 Baldwins Hill**
- **Nos. 37 & 39 Baldwins Hill**
- **Albion Cottages, nos. 47 & 49 Baldwins Hill**
- **Holly Cottage, Baldwins Hill**
- **Little Monkwood Lodge, no. 52 Baldwins Hill**
- **Pebbles, Baldwins Hill**
- **Baldwyns Cottage, Stony Path**
- **Northam Lodge, no. 26 Stony Path**
- **Walnut Cottage, Stony Path**
- **No. 2 Wroths Path**
- **Monkwood Cottage, Whitakers Way**
- **Oak Cottage (no. 51 Baldwins Hill) & Oak Lodge, Whitakers Way**
- **Woodcroft, Whitakers Way**

Just north of The Foresters Arms are nos. 17-23 (odd) Baldwins Hill, consisting of two pairs of detached houses which offer good examples of their period, the first rendered and the second in soft red brick.

Nos. 37 & 39 Baldwins Hill are unusual in that they are not valued for their age or history but for their sympathetic design in relation to the area. They were built in 1995 on a small but visually prominent site at the northern end of the conservation area where a paint factory used to stand. Their varied elevational features such as a jettied first floor, gables, window design, and use of materials including render, weatherboarding, soft red brick and plain clay tiles, have produced a modern development which both complements and enhances the character of this part of the conservation area. The houses were runners up in the Council’s District Design Awards (Residential Category) in 1996.

Albion Cottages (nos. 47-49 Baldwins Hill) were built by a poor Loughton family; the Hicks, in 1878. No. 49 was the first home in Loughton of Sir Jacob Epstein before he moved to Deerhurst and was later used for poor children from Bow who came to stay with Murial and Doris Lester, peace campaigners, who lived next door at no. 47.

Holly Cottage, now divided into two, has maintained many of its original features of weatherboarding, slate roof, wooden sash windows and white painted picket fencing making it a notable building in the area.

Little Monkwood Lodge, attached to Deerhurst, was built in an identical style but attracts less attention. It is part of the same cottage row as no. 50.



Little Monkwood Lodge, Baldwins Hill

Similarly, Pebbles in Baldwins Hill is an accurate recreation of the original and sets off well the line of Grade II listed cottages set back beyond it.

Built in the 19th Century, Baldwyn's Cottage took the name of what is thought to be one of the area's earliest residents. The house was one of two built to house the chauffeur and estate manager of the large house, Baldwyn's, which stood on the site of what is now nos. 3-11.

Walnut Cottage is a hidden point of interest at the top of Stony Path, although it has been rebuilt from the original.

No. 2 Wroths Path is a 19th Century house which has recently been sympathetically restored using traditional materials.

Monkwood Cottage was built by Hubert Llewellyn Smith, the social investigator and later Permanent Secretary at the Board of Trade. Monkwood Cottage was designed in 1895 by W.R. Lethaby, the noted arts and crafts architect, who was a friend of Smith.

Oak Cottage and the linked Oak Lodge on the corner of Baldwins Hill and Whitakers Way is the 19<sup>th</sup> century lodge houses/stable block. This was Fred Stoker's original residence in Loughton, and was demolished c1971.

Adjacent is a similar group of 1970s houses developed from the grounds of Oak Lodge, a very large house by Thomas George Hart and built in 1865. Fred Stoker lived in Oak Lodge 1920-28 before moving to The Summit. The only surviving remnant of the Oak Lodge estate is Oak Cottage (51 Baldwins Hill), which marks the beginning of the conservation area. Oak Cottage is a gabled cottage of c1905.

Although much altered and extended, Woodcroft, now a school, retains its original character in many of the features such as weatherboarding and feature brick chimneys. A garden diary written by Christina Boardman, owner in Edwardian times, remains in family ownership.

## 7.5 Traditional building materials

There is a rich variety of traditional building materials in Baldwins Hill Conservation Area which contributes to the great deal of colour and texture. A summary of these are listed below;

### **Traditional Building Materials**

- **Walls: Weatherboarding, render, brick**
- **Roofs: plain clay tiles, pantiles, slate**
- **Windows & doors: timber & metal**
- **Boundaries: timber, brick, cast-iron & hedges**

### **Walls**

Traditionally, Epping Forest (at the west boundary of the conservation area) has provided a ready source of timber for use as building material. Therefore, many of the buildings in the area are timber frame clad with weatherboarding painted white or black. However, other traditional finishes



are also present such as rendering with a rough or smooth finish, clay tile hanging or brick cladding.

More recently, brickwork has become the most common material used in construction, using a mixture of Essex red or yellow London stock bricks. The reds are used as surrounds to openings including shaped arches, but also for band courses at mid point and eaves level. Yellow bricks provide the main bulk, creating an attractive combination. Often rendering or brickwork is now found painted.

### Roofs

A variety of materials are used as roof coverings from plain clay tiles and clay pantiles to slates and more recently concrete tiles, but it is the variation of roof shapes and angles of pitch that add a great deal of character. Small dormer windows in their differing shapes and materials with slate tiles and lead add interest to plain slopes as do bay roofs and chimney stacks.

At eaves level are traditional cast iron gutters and rainwater pipes can be seen occasionally on exposed rafter ends.

### Doors & Windows

Doors and windows are traditionally made from softwood with hardwood sills and thresholds. Doors come in varying patterns with glazed areas of all shapes and sizes while windows come in two styles; vertically sliding box sash windows and side opening casement windows. The former were predominant in Victorian properties while the latter were in use before and after this period. Some metal casement windows can also be found.

### Boundary Treatment

The majority of boundaries are defined by timber picket fences some of which are painted white. Elsewhere close boarded fences, hedges and brick walls are popular; in places metal railings have been incorporated.

### Street Furniture

There are many traditional style cast iron lamp posts throughout the area and in a small section of Baldwins Hill cast iron bollards can be found sited at the edge of pavements.

## 7.6 Contribution made by trees, hedges and green spaces

Trees and hedgerows are essential parts of the character of the Baldwins Hill Conservation Area. Ancient hedgerow lines still define street patterns

and are an essential part of the character of the Area.

### Epping Forest

The overriding feature of Baldwins Hill is the presence of the forest, crowding in at times and at others opening up to provide uplifting views across the tree tops to hills beyond. Ash Green provides a green break, both between the Baldwins Hill and York Hill Conservation Areas and between Baldwins Hill and the busy part of Loughton beyond.

There are many landmark trees including oak, cypress, hornbeam and birch, many of which have statutory Tree Preservation Orders, however, all trees within a conservation area are afforded a degree of individual protection. Before undertaking any works to trees it is advisable to contact the Council's tree and conservation department.

### Pathways

Footpaths and passages shrouded by greenery are an important feature of the area. These include Wroths path, Clay ride to Baldwins Hill Pond, the track to Keepers Cottage, the path from Baldwins Hill to Harwater Drive, the track through to York Hill and finally the path to Arewater from Stony Path.



Track to Keepers Cottage

## 7.7 Activity and Movement

Baldwins Hill is predominantly a residential area. The positioning of the pub in its central location in the conservation area increases visitors to the area. The open forest land opposite the Forester's Arms encourages walkers to the area but does increase the number of parked cars along the road opposite nos. 5 – 11 Baldwin's Hill. The allotment gardens to the South East of the conservation area are also another use of the land.

## 8. Opportunities for Enhancement

### 8.1 General threats to the character of the area

- Street furniture
- Litter
- Road and footpath surfaces
- Parking

Overall the condition of the conservation area is good and the majority of the buildings are well maintained. However, one of the main threats to the aesthetic character of the conservation area is the replacement of traditional doors and windows with unsympathetic modern alternatives.

The use of uPVC and aluminium for doors and windows erodes the character of the conservation area and detracts from its architectural quality, which in turn affects its townscape merit. Similarly, the use of concrete roof tiles can detract from the roofscape in a conservation area. Although planning permission is needed to replace doors and windows to statutory listed buildings and buildings in commercial use, no planning permission is needed to replace doors and windows to unlisted, residential buildings in conservation areas (including locally listed buildings) unless there is an Article 4 direction in place. Thus such buildings are the most vulnerable to unsympathetic change.

There is an opportunity for Epping Forest District Council, working with the local community, to encourage greater awareness of good and bad practice in the maintenance and reconstruction of buildings. This will help to reduce unsympathetic change to buildings most at risk, such as unlisted residential buildings.



A cast iron gutter – an example of good practice

There could also be the perceived threat of development on forest land bordering the conservation area, however, this is protected under the ownership of the City of London. New development is therefore against the principles of the conservation of this land.

### 8.2 Street furniture

Another area for improvement within the conservation area is unsympathetic street furniture. Signage, street lamps, litter bins and bollards are all items for consideration. It would be beneficial to take a more uniform approach throughout the conservation areas when items need replacing.

### 8.3 Other areas for improvement and enhancement

Some of the road surfaces and footpaths in the conservation area are in a poor state of repair and need to be brought to the attention of Essex County Council Highways.

Other areas for discussion with Highways and Loughton Town Council are weight, height and speed restrictions for the vehicles entering the conservation areas, problems with the high level of inappropriate parking and potential damage being caused to roadside hedges.

## 9. Conservation Area Boundary

### 9.1 Current Conservation Area Boundary

Baldwins Hill Conservation Area is focused on Baldwins Hill but also incorporates part of Stony Path, Wroths Path and Whitakers Way. It was originally designated in 1977 as part of York Hill Conservation Area but was subsequently afforded a separate designation status in 1995.

### 9.2 Possible Areas for Inclusion

Two areas have been considered for inclusion within Baldwins Hill Conservation Area.

The first proposed extension would join York Hill Conservation Area to Baldwins Hill Conservation Area. This would include a small group of houses which are mainly detached and large in scale with open driveways. However, all have had replacement uPVC windows and four have uPVC doors. There are two satellite dishes visible on the façades of the buildings. Due to this unsympathetic development, the sort of which we do not encourage in a conservation area, it is our recommendation not to support this proposed boundary change.



No. 1, Baldwins Hill

The second suggestion is to extend the Baldwins Hill Conservation Area boundary to include the Almshouses; a row of 19th century terraced single storey houses sited at the end of Stony Path and the Allotment Gardens.

The Almshouses are grade II listed and the allotments have historic significance as they are among the oldest in the country. This is an area which could be at risk of future development.

It is due to this historic significance, the potential threat of development and the importance of including areas of open land with historic significance in the conservation area that it is recommended that they be included in the Baldwins Hill Conservation Area.



Allotment Gardens

There has also been a proposal to include the rest of Stony Path (not the Almshouses and Allotment Gardens) in the Baldwins Hill Conservation Area. These houses are not particularly architecturally or historically significant and there is an abundance of uPVC windows present. Therefore they are not recommended for inclusion.

### 9.3 Heritage Asset Review Boundary Amendments

The Heritage Asset Review (May 2012) recommended removing two parts from the conservation area boundary; the properties at nos. 2-36 (even) Baldwins Hill, and the central part of Wroths Path. The recommendation to remove nos. 2-36 Baldwins Hill was dismissed as these properties are considered to be of historic interest, being built on forest land prior to the Epping Forest Act 1878. Residents and other interested parties (including Loughton Town Council, Loughton Residents Association, and the Hills Amenity Society) were consulted on the removal of the central part of Wroths Path from the conservation area in November 2012. Objections were received due to the historic interest of some of the buildings; it was therefore decided to retain this part within the conservation area boundary.

## 10. Community Involvement

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### 10.1 Involving local people

Community involvement is an integral part of the appraisal process. The Council aims to take into account local residents' views in defining the special interest of the conservation area and formulating strategies for its improvement and management. The comments and suggestions of local residents and amenity groups have been taken into account in the publication of the final version of this document. Loughton Town Council, and local organisations such as the Hills Amenity Society and the Loughton and District Historical Society will be consulted on the draft appraisal and a public meeting was held in the area to discuss its content. In order to inform local residents of the public consultation period, flyers and posters were distributed in the conservation area. A copy of the draft has been posted on the Council's website from September 2010 to June 2014 and hard copies of the draft are available on request.

### 10.2 Timetable

<b>September 2008 – September 2010</b>	<b>Draft appraisal prepared</b>
<b>September 2010</b>	<b>Public Consultation</b>
<b>November 2010 - May 2014</b>	<b>Finalising Report</b>
<b>June 2014</b>	<b>Publication</b>



## 11. General Guidance

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It is the intention of Epping Forest District Council to make use of its powers to preserve and enhance the character and appearance of its conservation areas. The following is general guidance aimed at controlling and guiding change within Baldwins Hill Conservation Area in order to ensure that it is properly maintained as a heritage asset. The Council's local plan policies (adopted 1998) regarding conservation areas are set out in Appendix 2.

### 11.1 Views and setting

It is important that the significant views both within and outside of the conservation area are preserved and, where possible, enhanced. Any development in the town should respect the nature of these views and contribute positively to them.

### 11.2 Architectural details

As set out in the Council's local plan policy regarding the demolition of buildings in conservation areas (policy HC9), there will be a strong presumption towards the retention of all historic buildings that make a positive contribution to the character and appearance of the conservation area. There will also be a presumption in favour of the retention of original historic features such as traditional doors, windows, shopfronts and railings, as these features contribute a great deal of interest and value to the townscape. When historic features need replacing, a like-for-like approach should be taken wherever possible. The reinstatement of traditional features should always be based on a sound understanding of the original structure and, where possible, historical evidence.

#### 11.1 Traditional building materials

The use of traditional materials such as brick, render, timber weatherboarding, plain clay tiles and natural slate will be encouraged in the construction of new buildings or extensions to existing buildings in the conservation area. Modern materials such as concrete, upvc and aluminium will be discouraged as these will generally be out of character with the conservation area and can erode its quality and historic interest.

#### 11.2 Trees and open spaces

Trees, hedges and open green spaces are an integral part of the character of the conservation area and the Council will endeavour to retain them

where possible. The Council has stated in the local plan that it will not give consent to any work to trees that could be detrimental to the character, appearance or setting of the conservation area (policy HC6).

### 11.3 Public realm

It is important that the quality of the conservation area is maintained to a high standard and improved where possible. In general, signs and other street furniture should be designed to be in keeping with the character and appearance of the conservation area. They should also be kept to a minimum to preserve the character of the area.

### 11.4 New development

It is recognised that conservation areas must evolve to meet changing demands and that new additions can make a positive contribution to the character of a conservation area if of a high quality and sympathetic to their surroundings. Any new development (including new buildings and extensions) should be in keeping with the character and appearance of that particular part of the conservation area in terms of scale, density, massing, height, layout, building line, landscape and access. New development should generally be composed of traditional facing materials (policy HC7).

### 11.4 Activity and uses

Baldwins Hill Conservation Area is predominantly a residential area although the existence of popular licensed premises creates a significant leisure use at the centre of the area. There are no retail premises in the conservation area.

### 11.5 Renewable energy and Technology

In recent years, there has been a growing interest in the use of renewable energy systems such as wind turbines and solar panels on individual residential properties. In order to preserve the character of the conservation area, permission will only be granted for such fixtures where they are installed in undamaging and visually unobtrusive positions. It should be noted that such fixtures will rarely be acceptable on statutory listed buildings (policy CP10, local plan alterations, 2006). Please note that this is summarised guidance only. Before undertaking any works residents are advised to contact the Conservation Officer at Epping Forest District Council.



## 12. Management Plan

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It is important that the character of the conservation area is preserved and, where possible, enhanced in order to maintain its special interest. The following section outlines the Council's objectives for the preservation and enhancement of Baldwins Hill Conservation Area over the next five years.

Following the public consultation, proposals put forward have been considered and an action plan for the preservation and enhancement of the Baldwins Hill Conservation Area has been drawn up.

### 12.1 Conservation Area Management Plan

#### **CONSERVATION AREA MANAGEMENT PLAN**

##### **General management objectives to preserve and enhance the conservation area**

1. Ensure that any new development is to a high standard and is sympathetic to the character and appearance of the conservation area in terms of scale, massing, style and materials.
2. Discourage the use of unsympathetic modern materials such as uPVC, untreated aluminium and concrete roof tiles.
3. Ensure that the clean and tidy environment expected in a conservation area is maintained.

##### **Short term objectives for enhancement**

4. Discuss with local community groups how we can inform new residents and businesses that their properties are in a conservation area and the responsibility that this entails.
5. Carry out an audit of street furniture with particular reference to repair or replacing where necessary.
6. Assess the current conservation area boundary and see if any alterations need to be made.

##### **Medium term objectives for enhancement**

7. Evaluate the visual impact and necessity of signage in the conservation area with a view to removing any unnecessary signs and replacing those necessary ones with more sympathetic alternatives.

### 13. Action Plan 2014 - 2019

Action	Lead Body	Year 1	Year 2	Year 3	Year 4	Year 5	Status/ Comments
<b>GENERAL MANAGEMENT OBJECTIVES</b>							
1. Produce a leaflet on the repair and maintenance of historic buildings and the responsibilities of living in a conservation area	HAS EFDC - Conservation Section		2015				Review existing leaflets
2. Provide historic building grants	EFDC - Conservation Section	2014					Ongoing depending on budget
3. Conservation Area Character Appraisal and Management Plan to be reviewed every 5 years	EFDC - Conservation Section HAS					2019	Resource and budget dependent
4. Supply information on local craftsman and builders with experience in dealing with historic buildings	EFDC - Conservation Section	2014					List of local craftsmen and builders is available
5. Liaise with ECC – Highways on: parking restrictions/ enforcement, speed restrictions, weight and width restrictions, street lighting, repair of road surfaces	LTC HAS ECC - Highways		2015				Resource and budget dependent Road re-surfacing completed
6. Review plan for maintenance of trees, hedges and forest fringe land with City of London.	LTC HAS City of London		2015				Resource and budget dependent

Action	Lead Body	Year 1	Year 2	Year 3	Year 4	Year 5	Status/ Comments
7. Review maintenance plan with EFDC (Environment and Street Scene) for: maintenance of trees etc on triangular greens, emptying litter bins, management of roadside hedges and development of a 'conservation style' wheelie bin	LTC HAS EFDC - Environment and Street Scene		2015				Resource and budget dependent
<b>SHORT TERM OBJECTIVES FOR ENHANCEMENT</b>							
8. Work with the Hills Amenity Society, local residents and business owners to give conservation area information through the HAS newsletter	HAS EFDC - Conservation Section		2015				
9. Carry out an audit of street furniture to identify items which need to be repaired or replaced	LTC HAS EFDC - Conservation Section		2015				Resource and budget dependent Replace with a consistent style throughout the conservation areas
10. Assess the conservation area boundary and make alterations as necessary	EFDC Conservation Section	Completed	2015				Needs Member approval
11. Re-evaluate the local list	LTC HAS EFDC - Conservation Section		2015				Resource and budget dependent

Action	Lead Body	Year 1	Year 2	Year 3	Year 4	Year 5	Status/ Comments
<b>MEDIUM TERM OBJECTIVES FOR ENHANCEMENT</b>							
12. Carry out an audit of signage in the conservation area and inform Highways of any redundant signs, with an aim of reducing clutter in the conservation area	LTC HAS ECC - Highways		2015				Resource dependent
13. Highways to consult EFDC and LTC on any new proposals.	ECC - Highways LTC EFDC - Conservation Section		Ongoing				Co-operation needed between ECC - Highways, EFDC and LTC
14. Install interpretation panels in Baldwins Hill to help explain the view	LTC HAS EFDC – Conservation section		2015				Resource and budget dependent
15. Install signs to show when you are entering the conservation area	HAS		2015				Residents to design sign?

### Lead Bodies

LTC – Loughton Town Council

HAS – Hills Amenity Society

ECC – Essex County Council

EFDC – Epping Forest District Council

## 14. Bibliography

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- Images courtesy of Epping Forest District Museum and The Hills Amenity Society.

## 14. Acknowledgements

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We are indebted to the many local people who, from personal interest or as representatives of local organisations, have taken the time and trouble to contribute to the development of this Character Appraisal and Management Plan. This has involved attending meetings, carrying out an inordinate amount of legwork in order to compile the townscape survey and to take photographs. This groundwork contributed to the formulation of the original draft. Without this invaluable support we would be unable to produce this document at this time. Particular thanks are due to:-

Alan Enguell, Anne Pratt, Chris Pond, Diane Rhodes, Esther Law, Ian Locks, Jeremy Penn, Lisa

Godsalve, Mark Hines, Matthew Geyman, Richard Caterer, Stephen Pewsey and Wendy Fisher

### **Photographs Courtesy of:**

The Percy Thompson Collection, Loughton Historical Society, Chris Pond, Diane Rhodes, Ian Locks and Matthew Geyman – Copyright remains with the holders.

### **Apostrophes:**

After much debate it was decided to omit apostrophes from all street and public house names as there is no consistency of use.

## Appendix 1. Listed Buildings in Baldwins Hill Conservation Area

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### **Loughton**

#### **50 Baldwins Hill (Deerhurst)**

##### **Grade II**

Late C19 house associated with Sir Jacob Epstein. Painted brick, slate roof. Aligned approx. N-S, aspect E, with one chimneystack in E pitch of roof. 2 storeys. Ground floor, 2 double-hung sash windows of 4 lights with flat brick arches, flat-roofed bay window/porch, one splayed bay window. First floor, 2 sash windows as described, one splayed bay window. String course at level of sills of first floor windows. Roof hipped. Round plaque inscribed ' Sir Jacob Epstein, sculptor,

born 1880 died 1959, lived in this house from 1933 to 1950'.

#### **29,31,33,35 Baldwins Hill**

##### **Grade II**

Terrace of 4 cottages, mid to late C19. Timber framed, weather boarded on ground floor, roughcast rendered above, roofed with clay roman tiles. Aligned approx. NE-SW, aspect NW. Axial chimney stacks at each end and in the middle. Single storey with attics. Ground floor, 4 boarded doors, 4 flat roofed splayed half below eaves level, and 4 smaller casement windows.

## Appendix 2. Relevant National Guidance and Local Plan Policies

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### National Guidance

There are several special restrictions that apply to conservation areas. These are in addition to normal planning controls. For further information please contact the Development Control Office.

Consent must be obtained from the District Council for the demolition of any building within the conservation area – this may also include gates, walls and fences.

You must give the District Council six weeks notice in writing before felling or cutting back any tree in the conservation area.

Some additional restrictions apply to the siting of advertising hoardings or other advertisements, satellite dishes and chimneys.

### Epping Forest District Local Plan Policies (Adopted January 1998)

#### POLICY HC6

Within or adjacent to a conservation area, the Council will not grant planning permission for any development, or give listed building consent or consent for works to trees, which could be detrimental to the character, appearance or setting of the conservation area.

#### POLICY HC7

Within conservation areas, all development and materials will be required to be of a particularly high standard to reflect the quality of the environment. Development should:

- (i) be sympathetic to the character and appearance of the conservation area in terms of scale, density, massing, height, layout, building line, landscape and access;
- (ii) have traditional pitched roofs and create a roofscape with sufficient features to provide an appropriate degree of visual interest in keeping with the character of the conservation area;
- (iii) be composed of facing materials chosen from the traditional range used in the district;
- (iv) have facades which:

- (a) provide an appropriate balance between horizontal and vertical elements, and proportions of wall to window area;

- (b) incorporate a substantial degree of visual intricacy, compatible with that of the facades of historic buildings; and

- (v) where applicable, be of a scale compatible with any adjacent historic buildings.

#### POLICY HC9

The Council will only grant consent for the demolition of a building in a conservation area where the building does not make a significant contribution to the character and appearance of that area, or where the redevelopment proposal preserves or enhances that character or appearance. Any consent may be subject to:

- (i) planning permission having already been granted for the redevelopment of the site; and
- (ii) a legal agreement that the building is not demolished before a contract for the redevelopment of the site has been made.

#### POLICY HC10

The Council will not give consent for works to the interior or exterior of a listed building which could detract from its historic interest or architectural character and appearance.

#### POLICY HC11

The Council will not give consent for the demolition of a listed building unless it can be shown, to the satisfaction of the Council, that there are very exceptional circumstances as to why the building cannot be retained and returned to an appropriate use.

#### POLICY HC12

The Council will not grant planning permission for development which could adversely affect the setting of a listed building.

#### POLICY HC13

The adaptation or conversion of a listed building to a new use may be permitted where:



- |  |   |
|--|---|
| <ul style="list-style-type: none"> <li>i) This can be shown to be the only way to retain the special architectural or historic interest of the building;</li> <li>ii) Any proposed alterations respect and conserve the internal and external characteristics of the building and do not diminish its special architectural or historic interest; and</li> <li>iii) The immediate and wider landscape settings of the building are respected.</li> </ul> | <ul style="list-style-type: none"> <li>(ii) the service provided is to be continued in another location in the village or locality; or</li> <li>(iii) the new use would meet an identified community need.</li> </ul> |
|--|---|

Substantial reconstructions or extensions, and subdivisions into more than one unit will not be permitted. Conditions may be imposed to control land use or development rights associated with the converted building.

#### **POLICY HC13A (adopted in 2006)**

The Council will prepare a list of buildings of local architectural or historic importance (the 'local list'). Maintenance of these buildings will be encouraged and they will receive special consideration in the exercise of the development control process.

#### **POLICY TC6 (ADOPTED IN 2006)**

The council will not grant planning permission for the change of use to any non-retail use of shop premises which are in the local centres identified on the Proposals Map, corner shops and village shops unless it can be demonstrated that:

- (i) there is no market demand for a retail use; or

#### **POLICY CP10 (ADOPTED IN 2006)**

Proposals for renewable energy schemes will be permitted provided there is no significantly adverse effect upon:

- (i) existing land uses from loss of visual amenity, noise, pollution or odour;
- (ii) the local highway network including the convenience and safety of road users;
- (iii) telecommunications networks, radar installations and flight paths for aircraft;
- (iv) sites of importance for nature conservation (ie. Statutory and locally designated sites), conservation areas, scheduled ancient monuments and other nationally important remains and their settings, listed buildings and their settings, or landscape character.

In granting permission for the scheme the Council may require, by use of Section 106 Obligations and/ or planning conditions, that (a) appropriate mitigation measures are provided to ensure compliance with criteria (i) to (iv) above, and other relevant policies in the Plan and, (b) that the application site is fully returned to a condition appropriate for its previous use when or if the scheme is decommissioned or becomes redundant.

## Appendix 3. Townscape Survey

No.	Name/ Number of Building	Road Name	Age of Building	Statutory listed	Locally listed	Building of townscape merit	Blue Plaques	Impact on conservation area*	Type**	UPVC/ Aluminium Windows &/or Doors	Concrete roof tiles (or similar)	Elements of poor condition	Satellite dish on façade	Boundary out of character
41	5, White Cottage	Baldwins Hill	C20					O	D					
42	50, Deerhurst	Baldwins Hill	C19	Y				P	SD					
43	51, Oak Cottage	Baldwins Hill	C20			Y		O	SD	•				
44	52, Little Monkwood Lodge	Baldwins Hill	C19			Y		P	SD					
45	9, Monkwood	Baldwins Hill	C20		Y			P	D					
46	Keepers Cottage	Baldwins Hill	C19		Y			P	D					
47	1	Stony Path	C20					O	D					
48	2	Stony Path	C20					O	ET					
49	4	Stony Path	C20					O	T					
50	6	Stony Path	C20					O	T	•				
51	10	Stony Path	C19					O	ET	•				
52	12	Stony Path	C20					O	SD	•				
53	14	Stony Path	C20					O	SD	•				
54	18, Walnut Cottage	Stony Path	C20			Y		P	D					
55	22, Plumtree Cottage	Stony Path	C19					O	D					
56	26, Northam Lodge	Stony Path	C19			Y		O	D					
57	28, South View Cottage	Stony Path	C19					N	D					
58	8, Honey Pot Cottage	Stony Path	C19					O	T					
59	9, Baldwyn's Cottage	Stony Path	C19			Y		P	D					
60	1	The Lanterns	C20					O	D					
61	2	The Lanterns	C20					O	D					
62	3	The Lanterns	C20					O	D					
	Oak Lodge	Whitakers Way	C19			Y		O	SD	•				
63	1, Honeysuckle Cottage	Whitakers Way	C19					O	SD					
	Fairview Cottage	Whitakers Way	C19					O	SD					
64	Monkwood Cottage	Whitakers Way	C20			Y		O	D	•				
65	Mulberrycroft	Whitakers Way	C20					O	SD					
66	Rosecroft	Whitakers Way	C20					O	SD					
67	Stable Cottage	Whitakers Way	C20			Y		O	D					
68	The Oaks	Whitakers Way	C20					O	D	•				
69	Woodcroft	Whitakers Way	C19			Y		P	D					
70	2	Wroths Path	C19					O	SD					
71	3	Wroths Path	C19					P	SD					
72	5	Wroths Path	C19					P	SD					
73	8	Wroths Path	C19					N	SD	•		•		
74	10	Wroths Path	C19					N	SD			•		
75	26	Wroths Path	C19					P	T					
76	32	Wroths Path	C20					N	SD	•	•			
77	12, Whitethorn Cottages	Wroths Path	C20					O	SD	•				
78	14, Whitethorn Cottages	Wroths Path	C20					O	SD	•				
79	16, Cobweb Cottage	Wroths Path	C20					P	D	•				

No.	Name/ Number of Building	Road Name	Age of Building	Statutory listed	Locally listed	Building of townscape merit	Blue Plaques	Impact on conservation area*	Type**	UPVC/ Aluminium Windows &/or Doors	Concrete roof tiles (or similar)	Elements of poor condition	Satellite dish on façade	Boundary out of character
80	24, Rose Cottage	Wroths Path	C19					O	ET	•				
81	30 Woodruff	Wroths Path	C20					N	SD	•	•			
82	4, Honey Cottage	Wroths Path	C19					O	SD	•				

**Key**

\* Type; PH = Public House, D = Detached, ET = End of Terrace, C = Cottage, LD = Link Detached, SD = Semi-detached, T = End of Terrace

\*\* Impact on the conservation area; P = Positive, O = Neutral, N = Negative

## Appendix 4: Glossary of terms

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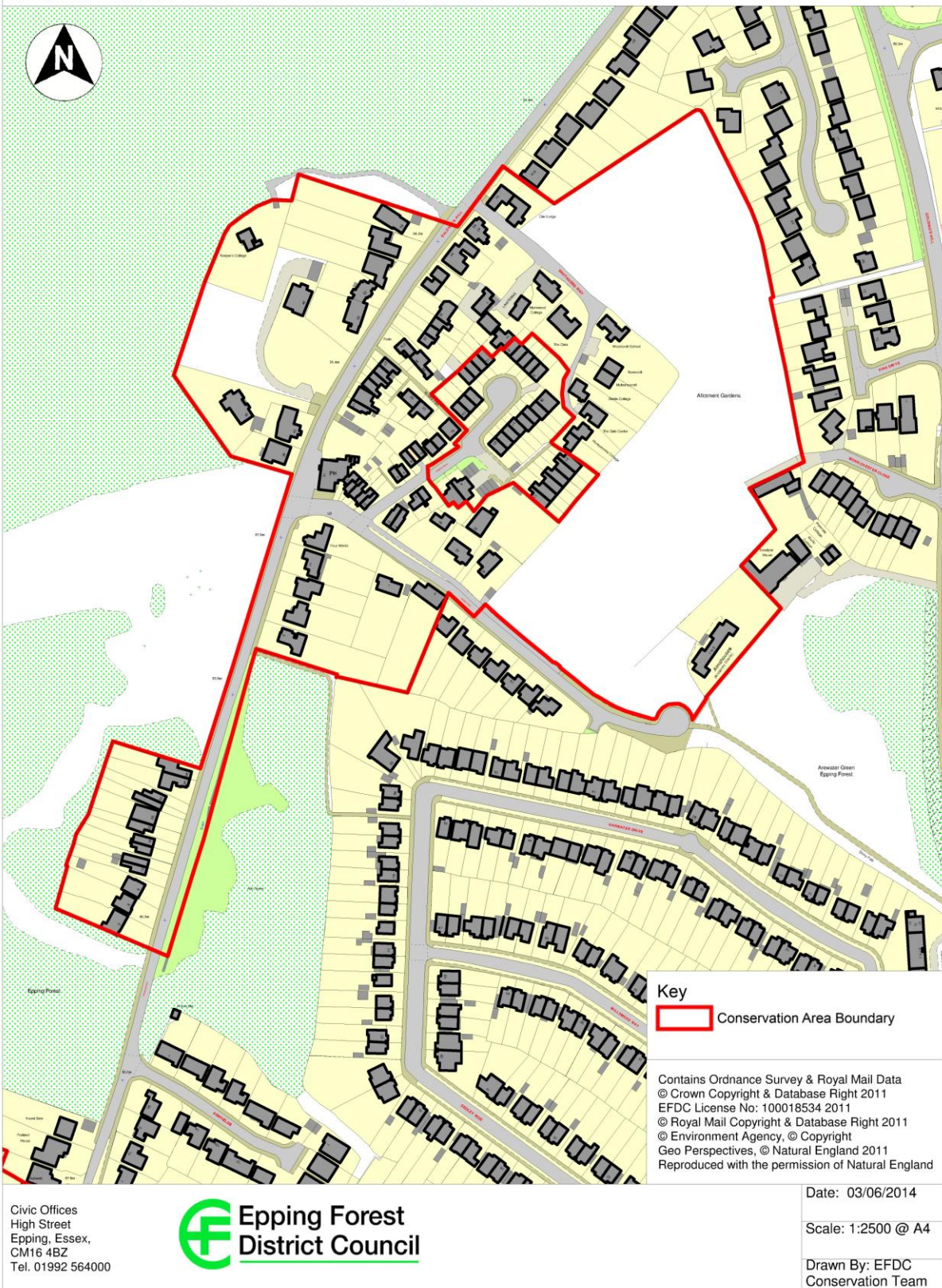
<b>Bargeboard</b>	A timber piece fitted to the outer edge of a gable, sometimes carved for decorative effect.
<b>Casement</b>	Side hinged window.
<b>Chalybeate</b>	Containing iron
<b>Cinquefoil</b>	An ornamental foliation in panels or tracery so called because it is arranged around five intervals, known as foils or cusps, that describe the outlines of five leaves or petals.
<b>Console</b>	An ornamental bracket with a compound curved outline.
<b>Feather-edged</b>	Boards fixed with their thin edge upwards, then overlapped by the next board, thick edge down, with any rebate helping to keep out rain and wind
<b>Flemish Bond</b>	Brickwork with alternating headers (short ends) and stretchers (long sides) showing.
<b>Gable</b>	The vertical part of the end wall of a building contained within the roof slope, usually triangular but can be any 'roof shape'.
<b>Gothic</b>	A 19th century style that imitated medieval Gothic, marked by thin, delicate forms.
<b>Jettied</b>	An upper floor is extended out over the floor below, usually on timber joists.
<b>Metalled</b>	A road with a hard smooth surface of bitumen or tar.
<b>Pantile</b>	Curved, interlocking roof tile of S-shaped section usually made of clay or concrete.
<b>Pargetting</b>	The use of external lime plaster in a decorative manner with incised or moulded surfaces, especially timber-framed houses of the sixteenth and seventeenth centuries.
<b>Pilasters</b>	A shallow pier or rectangular column projecting slightly from a wall.
<b>Quatrefoil</b>	In the shape of a four leaf clover or circular with four foils enclosed.
<b>Rendering</b>	The covering of outside walls with a uniform surface or skin for protection from the weather. Cement rendering: a cheaper substitute for stucco (fine lime plaster), usually with a grainy texture.
<b>Sash window</b>	A window that slides vertically or horizontally on a system of cords and balanced weights.
<b>Stallrisers</b>	In a shopfront, the vertical surface from the pavement to the window.
<b>Stock brick</b>	A traditional clay brick commonly used in house construction; often called London stocks because of the frequency of use locally. Maybe yellow or red.

## Appendix 5: Maps

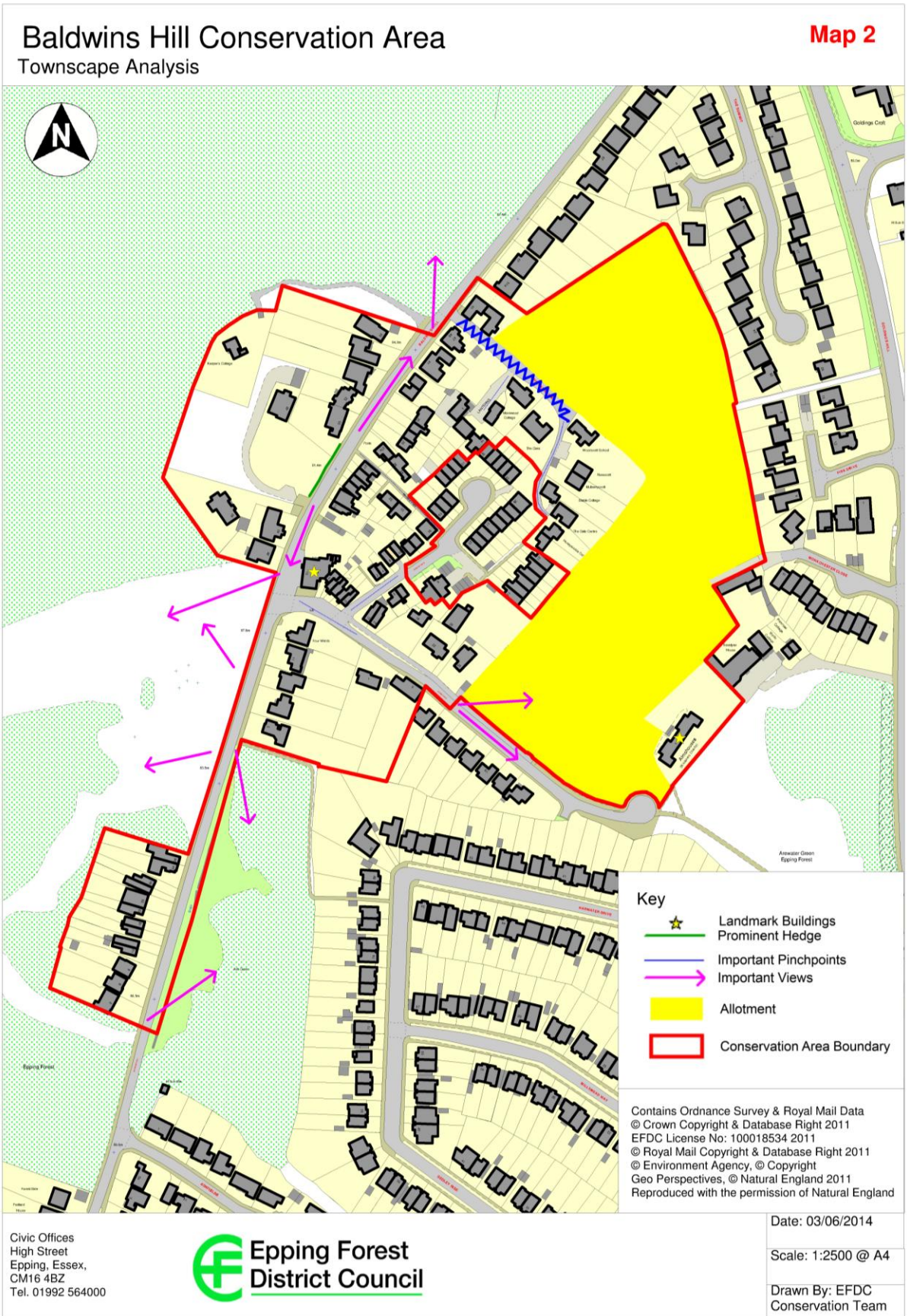
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# Baldwins Hill Conservation Area

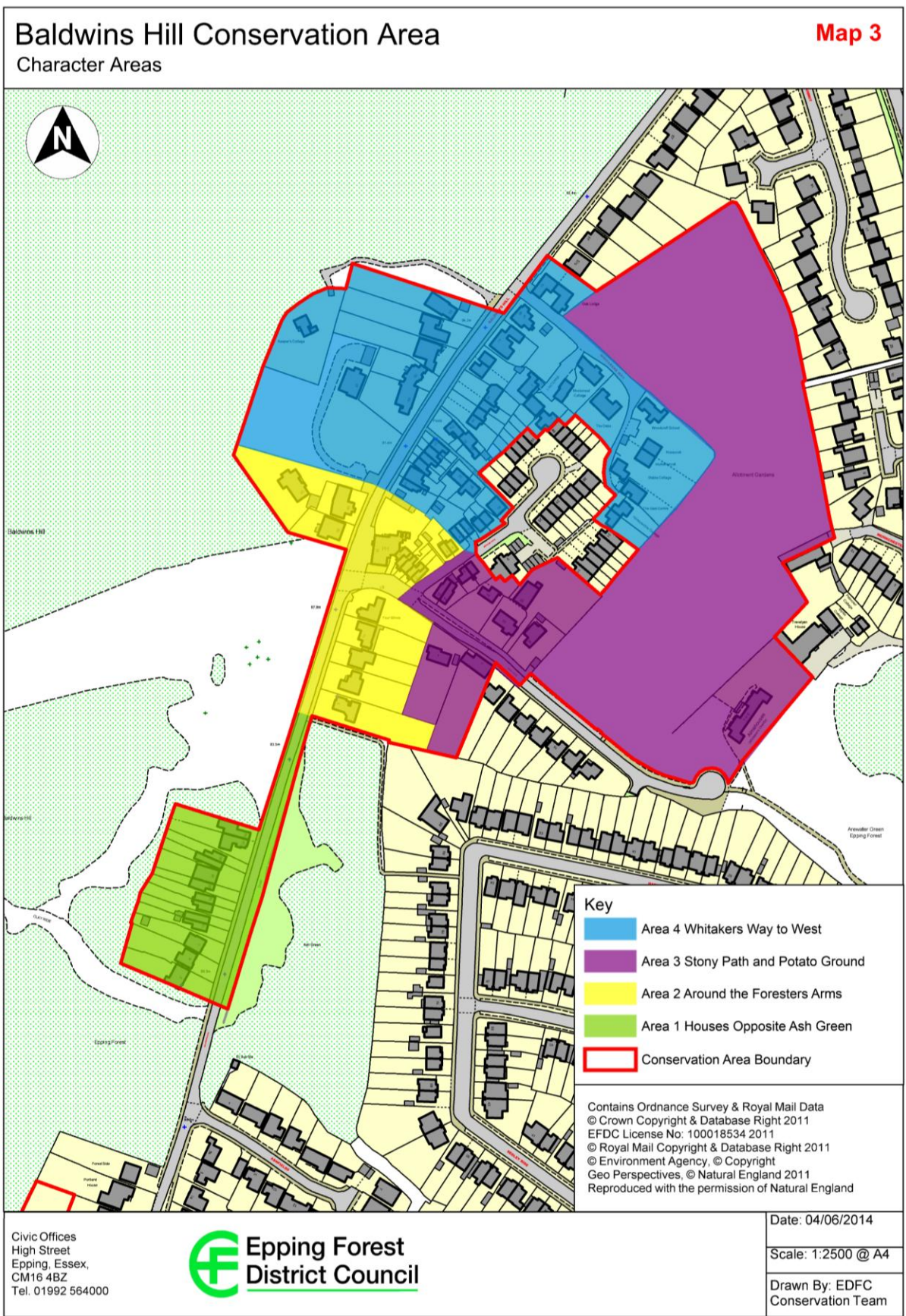
Map 1









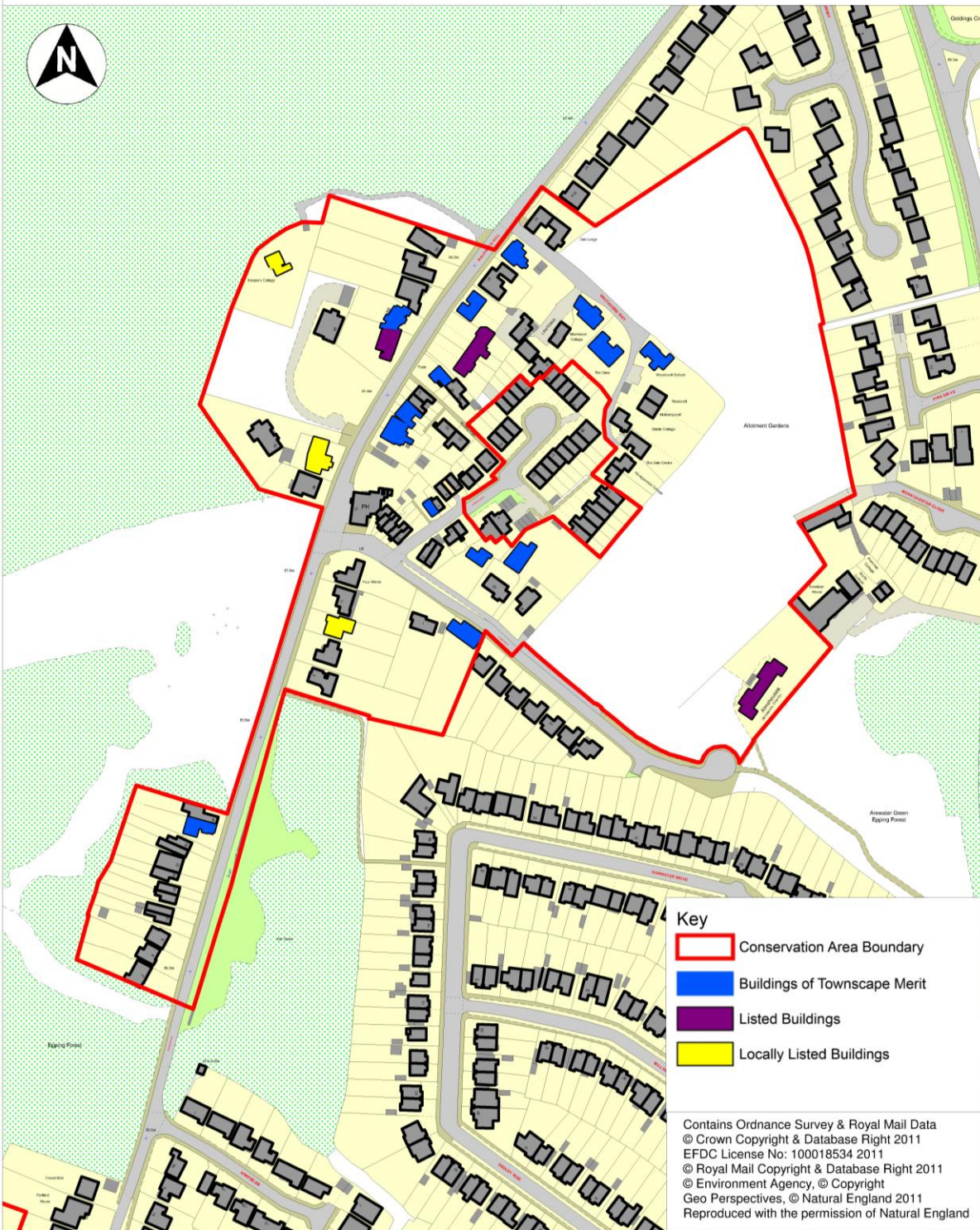




# Baldwins Hill Conservation Area

## Buildings of Key Importance

**Map 4**



Civic Offices  
 High Street  
 Epping, Essex,  
 CM16 4BZ  
 Tel. 01992 564000

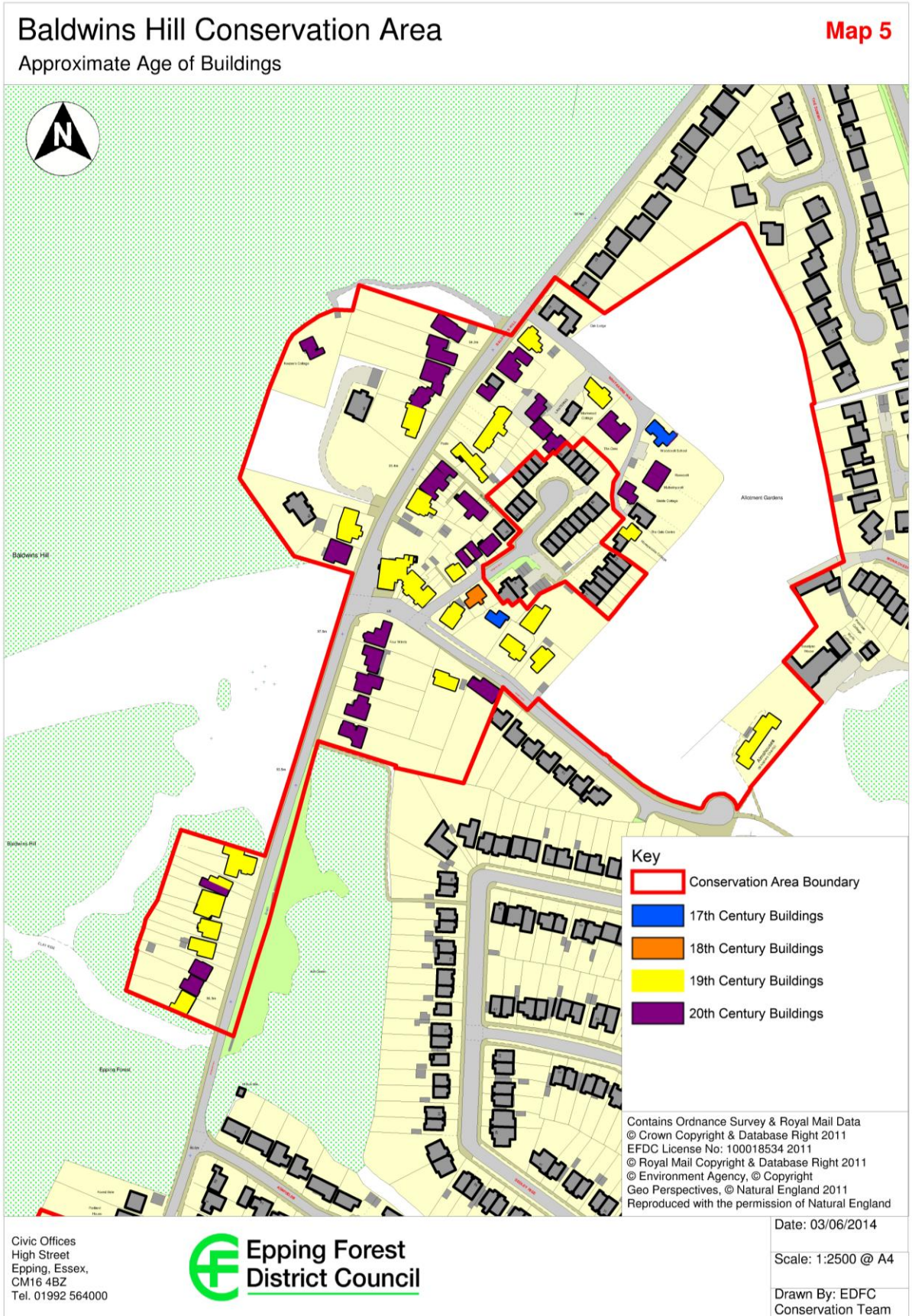


Date: 03/06/2014

Scale: 1:2500 @ A4

Drawn By: EFDC  
 Conservation Team





## Contact Details

Further information can be obtained by contacting us at:

Conservation Section  
Governance Directorate  
Epping Forest District Council,  
Civic offices, High Street,  
Epping  
CM16 4BZ

Tel: (01992) 564068

Fax: (01992) 564229

Email: [contactLB@eppingforestdc.gov.uk](mailto:contactLB@eppingforestdc.gov.uk)

Or by accessing our website:

[http://www.eppingforestdc.gov.uk/Council\\_Services/planning/conservation/conservation\\_areas.asp](http://www.eppingforestdc.gov.uk/Council_Services/planning/conservation/conservation_areas.asp)



**Epping Forest  
District Council**

## **Proposed content of the Article 4 Direction**

The Article 4 Direction will apply to the following development:-

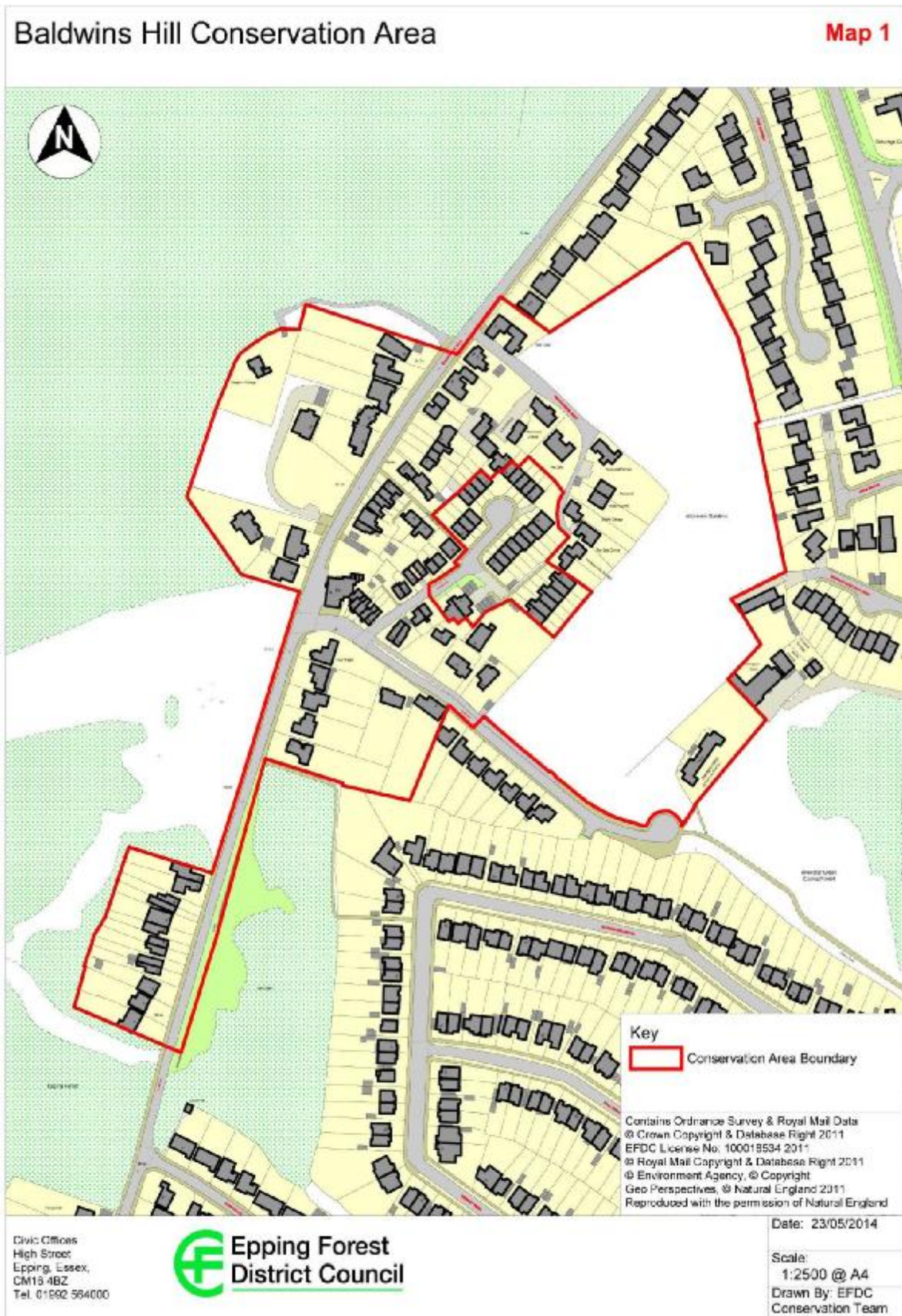
- a) Consisting of the enlargement, improvement or other alteration to a dwellinghouse, where any enlargement or improvement would front on to a highway being development comprised within Class A of Part 1 of Schedule 2 to the Order and not being development comprised within any other Class
- b) Consisting of any other alteration to the roof of a dwellinghouse where the roof slope would front on to a highway being development comprised within Class C of Part 1 of Schedule 2 to the Order and not being development comprised within any other Class
- c) Consisting of the erection or construction of a porch outside any external door that would front a highway being development comprised within Class D of Part 1 of Schedule 2 to the Order and not being development comprised within any other Class
- d) Consisting of the provision within the curtilage of a dwellinghouse of any building or enclosure, swimming or other pool required for a purpose incidental to the enjoyment of the dwellinghouse as such, or the maintenance, improvement or other alteration of such a building or enclosure where the building or enclosure, swimming or other pool to be provided would front a highway or where the part of the building or enclosure maintained, improved or altered would front a highway being development comprised within Class E of Part 1 of Schedule 2 to the Order and not being development comprised within any other Class
- e) Consisting of the provision within the curtilage of a dwellinghouse of a hard surface for any purpose incidental to the enjoyment of the dwellinghouse as such where the hard surface would front a highway being development comprised within Class F of Part 1 of Schedule 2 to the Order and not being development comprised within any other Class
- f) Consisting of the installation, alteration or replacement of a microwave antenna on a dwellinghouse or within the curtilage of a dwellinghouse where the part of the building or other structure on which the microwave antenna is to be installed, altered or replaced fronts a highway being development comprised within Class H of Part 1 of Schedule 2 to the Order and not being development comprised within any other Class
- g) Consisting of the erection, construction, maintenance, improvement or alteration of a gate, fence, wall or other means of enclosure where the gate, fence, wall or other means of enclosure would be within the curtilage of a dwellinghouse and would front a highway being development comprised within Class A of Part 2 of Schedule 2 to the Order and not being development comprised within any other Class
- h) Consisting of the painting of the exterior of any building or work where the painting is of the exterior of any part of a dwellinghouse or of any building or enclosure within the curtilage of a dwellinghouse which fronts a highway being development

comprised within Class C of Part 2 of Schedule 2 to the Order and not being development comprised within any other Class

- i) Consisting of the demolition of the whole or any part of any gate, fence, wall or other means of enclosure where the gate, fence, wall or other means of enclosure is within the curtilage of a dwelling house and fronts a highway being development comprised within Class B of Part 31 of Schedule 2 to the Order and not being development comprised within any other Class



All dwellinghouses situated within the Baldwins Hill Conservation Area (shown edged with a thick red line on the below plan) will be subject to the Article 4 Direction.



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## **Report to the Cabinet**

**Report reference: C-004-2014/15**

**Date of meeting: 23 June 2014**



**Epping Forest  
District Council**

**Portfolio: Asset Management & Economic Development**

**Subject: Property Transfer - Victory Hall, Hainault Road, Chigwell**

**Responsible Officer: Mark Scott (01992 564407)**

**Democratic Services: Gary Woodhall (01992 564470)**

---

### **Recommendations/Decisions Required:**

- (1) To note that at the 7 April 2014 meeting of the Cabinet it was decided to transfer the Council's freehold interest in Sites A and C shown on the attached plan to Chigwell Parish Council;**
- (2) To agree that, following the Cabinet Decision, it had become apparent that the area to be transferred should also have included Site B on the plan;**
- (3) The following revised recommendations be brought to the Cabinet, numbered 1-4 in the original report:**
  - (a) That the District Council's freehold in Site A and B (shown on the plan appended to this report) be transferred to Chigwell Parish Council for nil consideration subject to a claw back provision in the event that commercial or residential development of Site A and B is proposed;**
  - (b) That the District Council's maintenance liability for the car park and access road on Site A and B be extinguished on transfer;**
  - (c) That the District Council's legal interest in Site C (shown on the plan appended to this report) be transferred to Chigwell Parish Council subject to a claw back provision as with Site A and B; and**
  - (d) That the Director of Governance in consultation with the Portfolio Holder for Asset Management and Economic Development be given delegated authority to negotiate and agree the final terms.**

### **Executive Summary:**

The current lease for Victory Hall expires in 2019. Chigwell Parish Council has applied for the land to be transferred to them for nil consideration. It is understood this will provide new community facilities on the land including Essex County Council's ownership. In the event of commercial or residential development the District Council's financial position will be protected by suitable claw back provisions. At the time of the original Cabinet decision on 7 April 2014 Site B shown on the attached plan was thought to be owned by the County Council but after further clarification it has been found to be in the District Council's ownership. Thus Site B is now proposed to be included in the proposed transfer to Chigwell Parish Council and the report regularises the position. Site E is in the ownership of Essex County Council.

### **Reasons for Proposed Decision:**

To provide enhanced community facilities in Chigwell.

### **Other Options for Action:**

Negotiate a new lease with the Trustees of Victory Hall for life expired buildings and lose the opportunity for a comprehensive scheme with adjoining land.

### **Report:**

1. The Victory Hall site is situated off Hainault Road Chigwell, shown by Site 'A' on the attached plan. It comprises a site area of 0.5 acres. A 60 year ground lease was granted, expiring on 24 April 2019 to the Trustees of the Lewis Memorial and Victory Hall Foundation by the former Chigwell UDC. The lease originally included Site 'B' on the plan. The Council took a surrender of this land on 19 March 1974 and subsequently sold part, comprising Site 'E' on the plan to Essex County Council. It is now the site of the Chigwell Library. It should be noted that under the terms of the surrender and following the sale to the County Council the District Council retains responsibility for the maintenance of the access road and the car park adjoining the library.

2. The Trustees have requested a 30 year lease extension from 25 April 2019. There is no legal vehicle to accommodate this so there would have to be surrender and renewal for 30 years plus the unexpired term of the existing lease.

3. The site may have long term development potential and if so any new lease should take account of this with break clauses. In the event of redevelopment the existing community facilities would be retained on site. They are safe guarded by the presumption in planning policy that community facilities are retained (Policy CT 12 EFDC Local Plan). Accordingly any scheme which did not retain the community element would not receive planning consent. With this proviso it is unlikely commercial or residential development could be viable on Site 'A' and 'B' in isolation. That part of Site 'B' north of the Site 'E' comprises back land with no independent access. Site 'B' comprises 0.59 acres.

4. On investigation it was assumed that the adjoining building 'Chigwell Men's Club' was a separate letting but for which no evidence could be found. Research revealed that this is an informal arrangement between Victory Hall and Chigwell Men's Club, not permitted under the terms of the lease.

5. In the absence of agreement between the parties over the terms of a new lease the Trustees are entitled to a maximum 15 year occupational lease.

6. It was recently established that the Council has title to Site 'C' on the plan but it has been taken in with the adjoining agricultural land for many years. This matter will be resolved as part of the legal transfer process.

7. It has been suggested by the Assistant Director of Neighbourhoods (Technical Services) that in the event of the Chigwell Parish Council resisting assuming liability for the access road and car park that it be designated a 'Pay and Display' facility with approximately 25 spaces. At present there is no income to defray future repairing liability. Routine maintenance has recently been carried out.

8. In 2009 the Council resolved to grant Planning Application EPF/0247/09 for residential development on Site 'D'. This land is not owned by the Council. The consent was subject to the completion of a S106 agreement to provide additional car parking on the application site. Access would be over Site 'A' thus requiring the consent of the Council and the Trustees of Victory Hall. The Trustees did not agree to this. In any event the development did not proceed.



9. In October 2013 Planning Application EPF/0735/13 for car parking on part of Site 'D' was granted. On 11 December 2013 District Development Control Committee resolved to grant Planning Application EPF/0247/09 on Site 'D' subject to:

(i) the completion within six months of the decision a S106 to agreement to secure the car parking. If not planning permission will be refused. The S106 has now been completed.

(ii) Within 3 months of the service of notice on the landowner by EFDC to transfer the parking land at Site 'D' to EFDC at no cost. Such notice to be served within 10 years. No sale to a third party within this period. The lease to the Trustees of Victory Hall expires in five years.

(iii) Within 3 months, the payment of the sum of £ 33,000 by the developer to EFDC as a contribution towards the cost of constructing the car park. If a after a period of 10 years from the receipt of payment the sum is not spent it shall be returned to developer within 3 months.

10. It is understood that an EFDC ward member has been speaking to the Trustees of the Lewis Memorial and Victory Hall Foundation, Essex County Council and Chigwell Parish Council regarding the future of the whole site. This is has resulted in a written application to EFDC from Chigwell Parish Council for the property to be transferred to them. Such a transfer would have to be justified on the grounds of social wellbeing, subject to claw back provisions in the event of a commercial or residential development taking place on the site. It is understood they would have access to grants to refurbish or replace the community facilities and provide the opportunity to work up a scheme for the whole site with the County Council. An undertaking to refurbish or replace the community facilities has been requested from Chigwell Parish Council.

11. The Local Government Act 1972: General Disposal Consent (England) 2003 provisions have removed the need to seek the Secretary of State's consent for disposals not exceeding £2,000,000. The freehold market value of the property is very considerably less than this figure. However the disposal must meet the following criteria:

*The local authority considers that the purpose for which the land is to be disposed is likely to contribute to the achievement of any one or more of the following objects in respect of the whole or any part of the area, or of all or any persons resident or present in its area:*

(i) *the promotion or improvement of economic well being;*

(ii) *the promotion or improvement of social well being; and*

(iii) *the promotion or improvement of environmental well being.*

12. As both the District and Parish Councils are of the view that a transfer satisfies (i) and (ii) and (iii) above it is recommended that in principle that the freehold interest in Victory Hall no cost, subject to a claw back provision in the event that commercial or residential development of Sites A and C is proposed.

13. A condition of the transfer would be the extinguishment of the Council's remaining repairing liability for the access road and car park.

#### **Resource Implications:**

##### Finance

Transfer of community facilities at nil consideration subject to claw back provisions in the event

of value being released at a later date.

Personnel

Valuation and Estate Management Service  
Legal Services

Land

Site of Victory Hall and adjoining land

**Legal and Governance Implications:**

Section 123 Local Government Act 1972 – best consideration for the land and property assets.  
Consent is given for sale of land (covenants are deemed to be a sale for this purpose)

**Safer, Cleaner and Greener Implications:**

Potential for life expired buildings to be replaced to modern standards

**Consultation Undertaken:**

Trustees of Victory Hall  
Chigwell Parish Council

**Background Papers:**

None.

**Impact Assessments:**

Risk Management

Failure to take this opportunity to facilitate new community facilities on the Victory Hall Site

# Due Regard Record

## Transfer of Victory Hall to Chigwell Parish Council

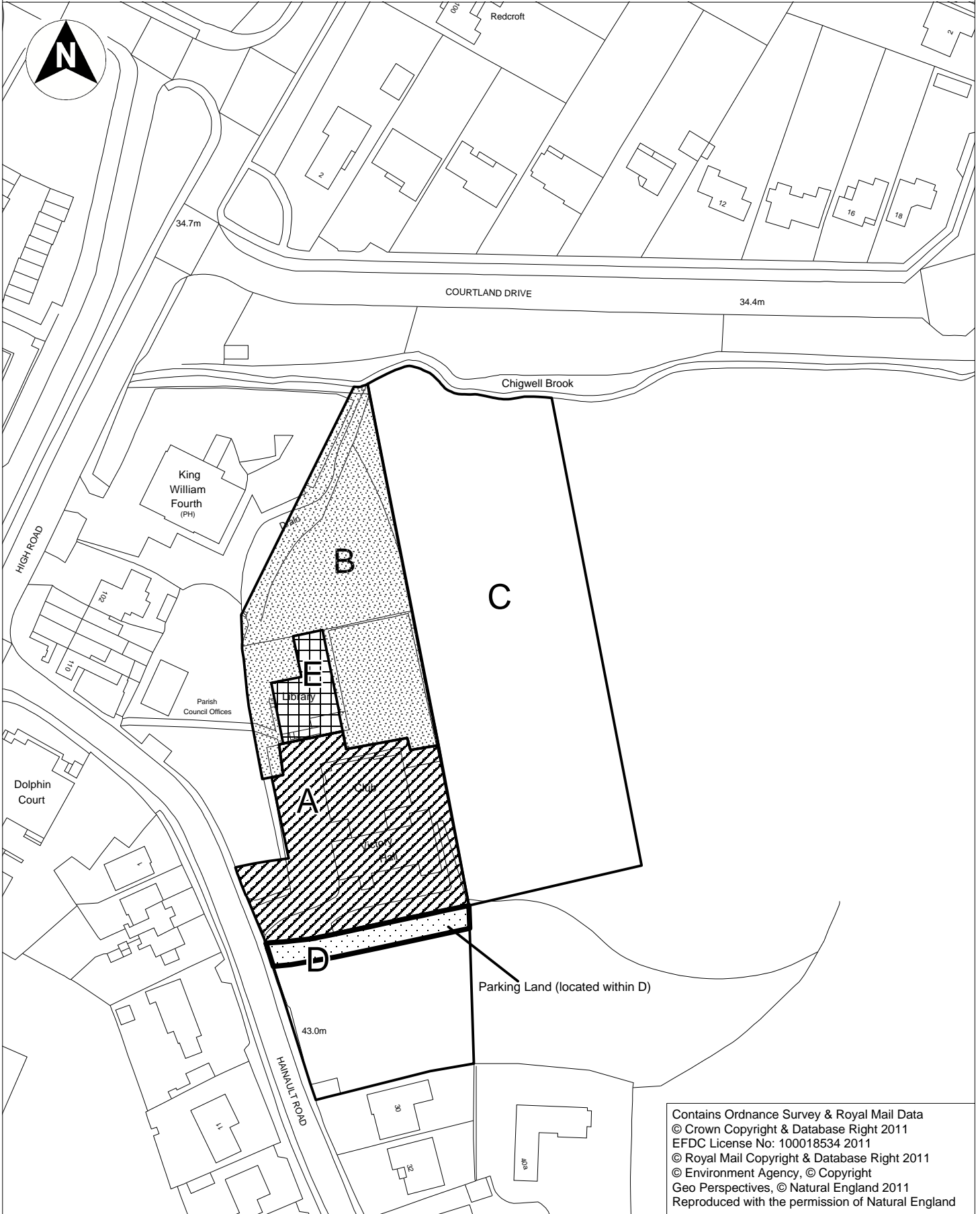
**What this record is for:** By law the Council must, in the course of its service delivery and decision making, think about and see if it can eliminate unlawful discrimination, advance equality of opportunity, and foster good relations. This active consideration is known as, 'paying due regard', and it must be recorded as evidence. We pay due regard by undertaking equality analysis and using what we learn through this analysis in our service delivery and decision making. The purpose of this form is as a log of evidence of due regard.

**When do I use this record?** Every time you complete equality analysis on a policy or activity this record must be updated. Due regard must be paid, and therefore equality analysis undertaken, at 'formative stages' of policies and activities including proposed changes to or withdrawal of services. This record must be included as an appendix to any report to decision making bodies. Agenda Planning Groups will not accept any report which does not include evidence of due regard being paid via completion of an Equality Analysis Report.

**How do I use this record:** When you next undertake equality analysis open a Due Regard Record. Use it to record a summary of your analysis, including the reason for the analysis, the evidence considered, what the evidence told you about the protected groups, and the key findings from the analysis. This will be key information from Steps 1-7 of the Equality Analysis process set out in the Toolkit, and your Equality Analysis Report. This Due Regard Record is Step 8 of that process.

<b>Date / Name</b>	<b>Summary of equality analysis</b>
23.6.2014  Director of Governance	No issues

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## **Epping Forest District Council**

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### ***Report to Cabinet***

**Report reference: C-006-2013/14**

**Date of meeting: 23 June 2014**

**Portfolio: Leader of the Council**

**Subject: Corporate Plan Key Objectives 2013/14 – Outturn**

**Responsible Officer: Stephen Tautz (01992 564180)**

**Democratic Services: Gary Woodhall (01992 564470)**

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#### **Recommendations/Decisions Required:**

**(1) That the Cabinet reviews the end of year position in relation to the achievement of the Council's key objectives for 2013/14.**

#### **Executive Summary:**

The Corporate Plan is the Council's key strategic planning document, setting out its priorities over the four-year period from 2011/12 to 2014/15, with strategic themes reflecting those of the Community Strategy for the district. Updates to the Corporate Plan are published annually, to reflect the key objectives for each year of the plan period and progress against the achievement of objectives for previous years.

The annual identification of key objectives provides an opportunity for the Council to focus attention on how areas for improvement will be addressed, opportunities exploited and better outcomes delivered during the year. The key objectives are intended to provide a clear statement of the Council's overall intentions for each year, and are supported by a range of actions and deliverables designed to achieve specific outcomes.

A range of key objectives for 2013/14 was adopted by the Cabinet in March 2013. Progress in relation to individual actions and deliverables is reviewed by the Cabinet and the Overview and Scrutiny Committee on a quarterly and outturn basis.

#### **Reasons for Proposed Decision:**

It is important that relevant performance management processes are in place to review progress against the key objectives, to ensure their continued achievability and relevance, and to identify proposals for appropriate corrective action in areas of slippage or under-performance. This report presents year-end progress against the key objectives for 2013/14.

#### **Other Options for Action:**

No other options are appropriate in this respect. Failure to monitor and review performance against the key objectives and to consider corrective action where necessary, could have negative implications for the Council's reputation and judgements made about its progress, and might mean that opportunities for improvement were lost. The Council has previously agreed arrangements for the review of progress against the key objectives.

1. The Corporate Plan for 2011/12 to 2014/15 translates the vision for the district set out by the Community Strategy, into the Council's strategic direction, priorities and the most important outcomes that it wants to achieve. The Corporate Plan helps to prioritise resources to provide quality services and value for money.

2. The key objectives adopted for each year of the Corporate Plan represent the Council's high-level initiatives and over-arching goals for the year. The objectives are not intended to reflect everything that the Council does, but instead focus on national priorities set by the Government and local challenges arising from the social, economic and environmental context of the district.

3. The key objectives for 2013/14 were adopted by the Cabinet at its meeting on 11 March 2013. The achievement of the objectives is supported by a range of individual deliverables and actions, with target dates spread throughout the year (and beyond in some instances). Some of the deliverables can only be achieved incrementally or are dependent upon the completion of other actions, and are intended to be fluid to reflect changes in priorities and other influencing factors.

4. Progress against the key objectives was an area of focus in former corporate inspection processes, in order to assess the Council's success in improving the services that it delivers, and to identify and reflect plans to secure improvement. Whilst such external assessment processes have generally ceased, it remains important to review progress against the key objectives, and to take appropriate corrective action where necessary in areas of slippage or under-performance. Progress towards the achievement of individual deliverables and actions is therefore reviewed on a quarterly basis, in order to ensure the timely identification and implementation of appropriate corrective action. Performance for the first nine months of the year was considered by the Cabinet at its meeting on 3 March 2014.

5. A schedule detailing year-end progress against the fifty-four individual deliverables and actions designed to support the achievement of each of the key objectives, is attached as Appendix 1 to this report. In reporting progress, the following 'status' indicators have been applied to the outturn position for each individual deliverable or action:

(a) **Achieved (Green)** - specific deliverables or actions were completed or achieved in accordance with in-year targets;

(b) **Under Control (Amber)** - specific deliverables or actions were not completed or achieved in accordance with in-year targets, but completion/achievement is intended to be secured by a revised (specified) target date in 2014/15;

(c) **Behind Schedule (Red)** - specific deliverables or actions were not completed or achieved in accordance with in-year targets; and

(d) **Pending (Grey)** - specific deliverables or actions cannot currently be fully completed or achieved, as they rely on the prior completion of other actions or are dependent on external factors outside the Council's control.

6. At the end of the year, 23 (42.6%) of the individual deliverables or actions supporting the key objectives had either been completed or achieved. Some 20 (37.0%) deliverables or actions were not completed by year-end, although revised target completion dates during 2014/15 have been identified for 15 of these. A further 11 (20.3%) deliverables or actions were on-hold at year-end, as a result of external circumstances.

7. The Cabinet is requested to review year-end progress against the key objectives for 2013/14. This report will also be considered by the Overview and Scrutiny Committee at its meeting on 1 July 2014.

**Resource Implications:**



Resource requirements for actions to achieve specific key objectives for 2013/14 will have been identified by the responsible service director/chief officer and reflected in the budget for the year.

**Legal and Governance Implications:**

There are no legal or governance implications arising from the recommendations of this report. Relevant implications arising from actions to achieve specific key objectives for 2013/14 will have been identified by the responsible service director/chief officer.

**Safer, Cleaner, Greener Implications:**

There are no implications arising from the recommendations of this report in respect of the Council's commitment to the Climate Local Agreement, the corporate Safer, Cleaner, Greener initiative, or any crime and disorder issues within the district. Relevant implications arising from actions to achieve specific key objectives for 2013/14 will have been identified by the responsible service director/chief officer.

**Consultation Undertaken:**

Progress against actions to achieve specific key objectives for 2013/14 as set out in this report, has been submitted by each responsible service director/chief officer direct to the 'Ten' performance management system. Current progress in respect of each of the key objectives for 2013/14 has been reviewed by Management Board (28 May 2014) and will be considered by the Overview and Scrutiny Committee on 1 July 2014.

**Background Papers:**

Nine-month progress submissions for the key objectives for 2013/14 and relevant supporting documentation held by responsible service directors/chief officers.

**Impact Assessments:**

Risk Management

There are no risk management issues arising from the recommendations of this report. Relevant issues arising from actions to achieve specific key objectives for 2013/14 will have been identified by the responsible service director/chief officer.

# Due Regard Record

**SUBJECT:** Corporate Plan Key Objectives 2013/14 – Outturn

**REPORT TO:** Cabinet (23 June 2014)

<b>Date/Officer</b>	<b>Summary of equality analysis</b>
<p>29 May 2014</p> <p>S. Tautz</p>	<p>The Council remains subject to a duty imposed by the Local Government Act 1999, to secure continuous improvement in the way in which its functions and services are exercised. An overriding aim of the key objectives is to improve outcomes and circumstances for all sections of the community.</p> <p>The annual identification of key objectives provides an opportunity to focus attention on how areas for improvement will be addressed, opportunities exploited and better outcomes delivered over the coming year.</p> <p>There are no equality implications arising from the specific recommendations of this report. Relevant implications arising from individual deliverables or actions to achieve key objectives for 2014/15, will be identified and considered by the responsible service director/chief officer.</p>

**CORPORATE PLAN KEY OBJECTIVES 2013/14 – OUTTURN**

**Outturn Status/Progress Key**

**Achieved (Green)** - action completed or achieved in accordance with in-year target;

**Under Control (Amber)** - action not completed or achieved in accordance with in-year targets, but completion/achievement intended to be secured by a revised (specified) target date;

**Behind Schedule (Red)** - actions not completed or achieved in accordance with in-year targets; and

**Pending (Grey)** - actions cannot currently be fully completed or achieved, as they rely on the prior completion of other actions or are dependent on external factors outside the Council's control.

**1. To proactively promote the policies and reputation of the Council internally and externally**


Action	Lead Officer	Target Date	Status	Progress
(a) - Development of high-level internal and external communications calendar	Deputy Chief Executive	30-Jun-13	Achieved	<p>(Q1 2013/14) Proposed review of the key decision list in Leadership Team through which service directors can provide further updates on major corporate projects over a twelve-month rolling period. Internal communications plan drafted for Leadership Team.</p> <p>(Q2 2013/14) Twelve-month rolling external Corporate Communications Calendar produced for Chief Executive approval and on-going Management Board update.</p> <p>(Q3 2013/14) (Q4 2013/14) Achieved. External Communications Calendar considered by Management Board, agreed and issued. Calendar regularly updated by Public Relations and Marketing Officer and presented to Management Board on a monthly basis.</p>
(b) - Development of a target list of media partners	Deputy Chief Executive	30-Jun-13	Under Control	<p>(Q1 2013/14) Weekly press cutting service with periodic summary reviews produced for Leadership Team, although resource implications likely for Contact Us email responses. Further review of potential electronic monitoring alternatives following upgrade of Newsflash Media Management application, to be investigated in September 2013.</p> <p>(Q2 2013/14) Weekly media cutting service maintained. Newsflash application upgraded, but implementation delayed due to accessibility issues. Further discussion arranged with developer to resolve difficulties.</p> <p>(Q3 2013/14) Upgraded Newsflash application being tested by end of January 2014, for subsequent implementation. New upgrade will be more accessible.</p> <p>(Q4 2013/14) Accessibility issues with the Newsflash upgrade have persisted, although upgrade permissions are now in place and installation is expected to be achieved by 31 July 2014.</p>

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(c) - Development of a Social Networking Strategy and increased use of social media	Deputy Chief Executive	30-Jun-13	Achieved	<p>(Q1 2013/14) Draft strategy produced for consultation pending referral to Website Development Board and Leadership Team for adoption.</p> <p>(Q2 2013/14) Social Networking Strategy approved by Website Development Board. Equality impact assessment undertaken in anticipation of presentation of strategy to Management Board and the Cabinet, together with financial provision.</p> <p>(Q3 2013/2014) Social media monitoring pilot implemented over the Christmas 2013 closure period. Ongoing financial issues to be presented to Management Board in February 2014.</p> <p>(Q4 2013/14) Social Media Strategy completed and approved by Management Board on 19 March 2014. Relevant action and initiatives are implemented.</p>
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**2. To engage with communities to put them at the centre of the Council's policy development and service design**

Action	Lead Officer	Target Date	Status	Progress
(a) - Publication of Engagement Charter	Deputy Chief Executive	30-Nov-13	Achieved	<p>(Q1 2013/14) Consultation activity reported to Finance and Performance Management Scrutiny Panel at June 2013 meeting. Forward plan of engagement agreed.</p> <p>(Q2 2013/14) On-going/completed corporate and service area implementation, including crime and disorder, employee, Healthworks (for Harlow Partnership), Careline, trade waste etc.</p> <p>(Q3 2013/14) (Q4 2013/14) Achieved. Forward plan of engagement on track. Outturn report to be presented to Finance and Performance Management Scrutiny Panel in June 2014.</p>
(b) - Identification of key stakeholders	Deputy Chief Executive	30-Sep-13	Achieved	<p>(Q1 2013/14) Identification of stakeholders underway in liaison with Local Strategic Partnership (LSP).</p> <p>(Q2 2013/14) (Q3 2013/14) (Q4 2013/14) Achieved. Key Stakeholders identified in liaison with LSP. The stakeholder list will be used to invite delegates to the annual LSP Conference to be held in February 2014.</p>

<p>(c) - Facilitation of new Tenant Scrutiny Panel</p>	<p>Director of Housing</p>	<p>31-May-13</p>		<p>Achieved</p>	<p>(Q1 2013/14) The Tenant Scrutiny Panel has been established and tenant members have received training from an external specialist trainer, in partnership with Uttlesford DC (in order to share costs). The Scrutiny Panel has been meeting on a regular basis and has chosen to review the way the Housing Directorate handles complaints, as the subject of its first annual service review. An informal get-together between all members of the Tenant Scrutiny Panel, Tenants and Leaseholders Federation and all housing managers is planned, in order for tenant representatives to understand which managers are responsible for specific functions.</p> <p>(Q2 2013/14) The informal get-together has taken place. The Scrutiny Panel continues to meet.</p> <p>(Q3 2013/14) Difficulties are currently being experienced achieving a sufficient number of consistent members to attend meetings. The Assistant. Director of Housing (Private Sector and Resources) is taking action to work with the membership to bring the meetings and work programme back on course.</p> <p>(Q4 2013/14) Achieved. The Tenant Scrutiny Panel has completed it first service review (on the handling of complaints and made a number of recommendations. Their report has been presented to both the full Tenants and Leaseholders Federation and the Housing Scrutiny Panel, with most of the recommendations being accepted and taken forward.</p>
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3. To review the strategic direction of the Council to ensure a clear and consistent set of priorities to facilitate decision-making in constrained times

Action	Lead Officer	Target Date	Status	Progress
(a) - Determination of the council's Housing Strategy for 2013-16	Director of Housing	31-Dec-13	Pending	<p>(Q1 2013/14) It was originally planned to produce a new Housing Strategy in 2013. However, for a number of reasons, following consultation with the Chairman of the Housing Scrutiny Panel, the Housing Portfolio has decided, in principle, that the production of the new Housing Strategy should be deferred until such time as the Local Plan Preferred Options has been published for consultation for a further year. The main reasons are that the Council's strategic direction for the Local Plan (i.e. nos. of new homes, locations and affordable housing requirements) is still under consideration, and the Strategic Housing Market Assessment (SHMA) (including the supplementary report on older people's housing) has not been finalised - both of which are important foundations on which the Housing Strategy needs to be based. In the meantime, an interim Housing Strategy Key Action Plan has been formulated for the forthcoming year, which the Housing Portfolio Holder will be asked to formally approve later in July 2013, at the same time as formally confirming the proposed deferral of the production of the Housing Strategy. All members are being advised of this approach, through the Council Bulletin.</p> <p>(Q2 2013/14) The Housing Portfolio Holder has formally agreed to the deferral of formulating a new Housing Strategy until the Preferred Options Stage of the Local Plan has been completed. He has also formally approved a new Housing Strategy Key Action Plan for 2013/14. The Housing Scrutiny Panel will consider the twelve-Month progress report on the previous Key Action Plan at its meeting on 22 October 2013.</p> <p>(Q3 2013/14) (Q4 2013/14) At its meeting on 22 January 2014, the Housing Scrutiny Panel reviewed the six-month progress report for the Housing Strategy Key Action Plan. No further actions with the formulation of the proposed new Housing Strategy are required at present, until the Preferred Options Stage of the Local Plan has been completed.</p>

(b) - Development of council's Economic Development Strategy	Director of Planning and Economic Development	30-Nov-13		Behind schedule	<p>(Q1 2013/14) A consultant has been assisting in this task.</p> <p>(Q2 2013/14) Ideally, relevant information from the 2011 census should be considered as part of the development of the Economic Development Strategy, which is due for release in early 2014. A report on progress with the strategy will be made to the Cabinet in the third quarter of the year.</p> <p>(Q3 2013/14) The Cabinet will consider a report on 3 February 2014, seeking agreement to ten high-level economic development priorities. Extra resources are being provided to support the economic development activities of the Council and further resources will be sought from partner agencies.</p> <p>(Q4 2013/14) Specialist consultants have been appointed to produce an Economic and Employment Study as part of the evidence base for the new Local Plan, which will provide useful data to underpin the development of the Economic Development Strategy. The Council has allocated £30,000 to support the work of the Food Task Force and a review of future staffing and resource replacements for economic development is underway. Recruitment to a temporary Tourism Officer post will start shortly.</p>
(c) - Development of the council's Waste Strategy	Director of Environment and Street Scene	30-Sep-13		Achieved	<p>(Q1 2013/14) Incorporated within the procurement of the waste services contract. The specification of the final contract will not be fully specified until after later stages of competitive dialogue. It may become necessary to extend the deadline beyond September.</p> <p>(Q2 2013/14) Although the procurement of the waste contract remains on schedule, until such time as specifications are refined through the latter stages of the process, reviewing the existing strategy will not be possible. The status of the strategy review can be reconsidered early in 2014 (i.e. in the Q3 update) when the second stage of competitive dialogue will have been completed and Members will have considered in detail the service changes being offered and the merits of increased performance versus the associated costs. Consideration should perhaps be given to extending the original target to enable the strategy and procurement process to be aligned.</p> <p>(Q3 2013/14) The procurement of the waste contract remains on schedule but decisions around the collection methodology to be employed, following the second round of competitive dialogue, will not be taken by the Cabinet until February 2014.</p> <p>(Q4 2013/14) The Council appointed Biffa as its new waste management contractor in May 2014, with the contract due to commence in November 2014. The new contract will deliver revenue savings and a number of quality and customer care initiatives will also be implemented. Collection arrangements for residents will retain the status-quo, as the Council has decided not to introduce a third wheeled-bin.</p>

(d) - Development of the council's Leisure Strategy	Director of Environment and Street Scene/Deputy Chief Executive	30-Nov-13	Under Control	<p>(Q1 2013/14) The Leisure and Wellbeing Portfolio Holder has established a Portfolio Holder Advisory Group to progress work on the new Leisure Strategy. Initial research into leisure needs (including building the evidence base of the local plan) is underway and an indicative timetable for the leisure management procurement process has been identified.</p> <p>(Q2 2013/14) The Portfolio Holder Advisory Group has yet to meet, but a scoping exercise is underway through an officer working party lead by the Deputy Chief Executive.</p> <p>(Q3 2013/14) The Portfolio Holder Advisory Group (PAG) has met and agreed its terms of reference and the scope, timescales and strategic themes it would like to develop. The PAG has also received presentations on Community and Cultural Services and is undertaking a tour of the Council's leisure facilities on 7 February 2014. A mapping exercise has been completed and is waiting commissioning of building condition surveys. The revised target date for the completion of the new Leisure Strategy is 31 July 2014.</p> <p>(Q4 2013/14) The Portfolio Holder Advisory Group has now met on a number of occasions. Members have recently considered procurement options for the next Leisure Management Contract and what they wish to achieve with respect to health improvement initiatives. The strategy will be prepared in draft by 31 July 2014, for formal adoption in October 2014.</p>
(e) - Development of the council's Operational Property Strategy	Chief Executive	31-Dec-13	Under Control	<p>Q1 2013/14) The Operational Property Strategy comprises a number of facets on which work has commenced. The smarter working element of the strategy is intrinsically linked to the ICT Strategy and changes to corporate policy/culture which should help in reducing the space requirement at the Civic Offices. The detail of how much space can be vacated will not be known until the smarter working strategy has been formulated. A small group of three Assistant Directors is scoping the methodology for achieving this including gathering evidence from other authorities that have undergone a similar transformation. HR has reviewed the Homeworking Policy that will be submitted to Management Board for discussion shortly.</p> <p>(Q2 2013/14) It is intended that the Council's direction of travel and action plan will be drafted for December 2013 with the intention to adopt the strategy and action plan by April 2014. New telephony and broadband access will be put in place. The development of key sites will have an impact on the strategy in relation to depot requirements and future provision, as will major service contracts. The waste management contract is currently in procurement through competitive dialogue and the outcome of the new contract in terms of future depot provision for the service is not yet known.</p> <p>(Q3 2013/14) (Q4 2013/14) Implementation of new telephony and broadband access on track. A locality review has been undertaken including other public sector partners, to discuss respective sites and operational requirements. A more detailed plan will be developed as part of the second phase of the senior management restructure, for completion by 30 September 2014.</p>



(f) - Determination of the council's approach to the 'Green Deal' initiative	Director of Planning and Economic Development	30-Jun-13		Achieved	(Q1 2013/14) In April 2013 the Council agreed to provide information and advice on the Green Deal to local residents and has provided some information on its website. (Q2 2013/14) Take up of the Green Deal has been slow. However, increasing costs of energy emphasises the importance of acting to reduce or lower energy costs.  (Q3 2013/14) (Q4 2013/14) Achieved. Take up of the Green Deal remains slow and reflects the national position. The Cabinet is to consider a report on this on 3 February 2014.
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**4. To deliver a robust and resilient Local Plan that facilitates appropriate growth, whilst protecting the special character of the district**




Action	Lead Officer	Target Date	Status	Progress	
(a) - Adoption of Community & Engagement Strategy for Local Plan	Director of Planning and Economic Development	1-Apr-13		Achieved	(Q1 2013/14) Achieved. Engagement Strategy agreed by the Cabinet on 23 April 2013. (Q2 2013/14)  (Q3 2013/14) (Q4 2013/14) Achieved The Planning Portfolio Holder provides regular reports to the Cabinet on progress with the preparation of the Local Plan. In the third quarter of the year, the main community engagement activity concerned the masterplanning exercise for North Weald Bassett.  (Q4 2013/14) Achieved.
(b) - Publication of Local Plan Preferred Options Consultation	Director of Planning and Economic Development	31-Oct-13		Under Control	(Q1 2013/14) New timetable to be considered by the Cabinet on 22 July 2013.  (Q2 2013/14) New timetable approved by the Cabinet on 29 July 2013. Further information has come to light as the timetable was prepared, which will be revised accordingly. New target date for completion is 30 June 2014.  (Q3 2013/14) The Council has been carefully considering evidence on population, which will underlie the determination of its objectively assessed housing need. There is a concern to ensure consistency between different pieces of evidence and a new timetable will be required.  (Q4 2013/14) The Cabinet will consider an updated Local Development Scheme at its meeting in July 2014.




(c) - Publication of Local Plan	Director of Planning and Economic Development	31-Oct-13		Under Control	<p>(Q1 2013/14) New timetable to be considered by the Cabinet on 22 July 2013.</p> <p>(Q2 2013/14) New timetable approved by the Cabinet on 29 July 2013. Further information has come to light as the timetable was prepared, which will be revised accordingly. New target date for completion is 30 June 2014.</p> <p>(Q3 2013/14) The Council has been carefully considering evidence on population, which will underlie the determination of its objectively assessed housing need. There is a concern to ensure consistency between different pieces of evidence and a new timetable will be required.</p> <p>(Q4 2013/14) The Cabinet will consider an updated Local Development Scheme at its meeting in July 2014.</p>
(d) - Compliance with duty to co-operate	Director of Planning and Economic Development	31-Oct-14		Ongoing	<p>(Q1 2013/14) Compliance with the Duty to Cooperate is a significant and ongoing effort.</p> <p>(Q2 2013/14) The Council has many neighbouring authorities with whom it has to co-operate. Inaugural and ongoing output focused meetings have been held or are to be held with all neighbouring authorities.</p> <p>(Q3 2013/14) The Duty to Cooperate is being emphasised in recent Inspectors' decisions on Local Plans. Formal comments have been made on several adjoining authorities' planning documents. Progress in discussions with key partners has continued, but has not yet resulted in formal outputs.</p> <p>(Q4 2013/14) A considerable amount of work around the Duty to Cooperate is in place, including meetings between the SHMA parties on a regular basis, engagement with Harlow Council around sites adjacent to their borders and joint-training delivered by the Planning Inspectorate with neighbouring authorities in West Essex and East Hertfordshire.</p>



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**5. To promote internal cultural change to break down silo working and implement new, flexible ways of working**

Action	Lead Officer	Target Date		Status	Progress
(a) - Develop overarching Organisational Development Plan	Chief Executive	30-Jun-13		Under Control	<p>(Q1 2013/14) (Q2 2013/14) Achievement of action re-programmed for the fourth quarter of the year, as the original target date (30 June 2013) was considered to be too ambitious.</p> <p>(Q3 2013/14) (Q3 2013/14) The agreement of the new senior management structure was postponed from the Council meeting in September 2013, until December 2013, which impacted the completion of this action. An Organisational Development Plan will now be prepared as part of the implementation of the second phase of the restructure, by 30 September 2014.</p>

<p>(b) - Review senior management structure</p>	<p>Chief Executive</p>	<p>31-Dec-13</p>		<p>Achieved</p>	<p>(Q1 2013/14) Draft structure discussed with directors, assistant directors, the Cabinet, the Appointments Panel and the trade unions. Formal consultation to start in August 2013 with a paper scheduled for the September 2013 meeting of the Council.</p> <p>(Q2 2013/14) Consultation exercise completed and market testing of comparator salaries undertaken. Request of Directorate Restructuring Panel to consider alternative structures completed. Report to Council scheduled for December 2013 meeting.</p> <p>(Q3 2013/14) (Q4 2013/14) Achieved. New senior management structure proposals agreed by the Council on 17 December 2013.</p>
<p>(c) - (i) Undertake staff attitude survey</p>	<p>Chief Executive</p>	<p>30-Jun-13</p>		<p>Achieved</p>	<p>(Q1 2013/14) Achieved. Staff attitude survey completed</p> <p>(Q2 2013/14) Analysis of survey results added to the Management Board work programme, for individual reports on Christmas closures (post 2013) and flexitime scheduled for consideration during current year.</p> <p>(Q3 2013/14) (Q4 2013/14) Action plans are being developed to address specific issues raised in the survey, as part of the new directorate structure.</p>
<p>(c) - (ii) Publication of organisational values and behaviours and incorporation in to working practices</p>	<p>Chief Executive</p>	<p>30-Jun-13</p>		<p>Under Control</p>	<p>(Q1 2013/14) Values and behaviours drafted and agreed. Soft launch in July 2013 staff briefing. Performance &amp; Development Review (PDR)) process redesigned to cover new values and behaviours. Public Relations and Marketing Officer working on follow-up poster/publications.</p> <p>(Q2 2013/14) Pilot PDR process for Directors and Assistant Directors to be launched with effect from 1 April 2014. First draft of posters/publications reviewed, full launch to coincide with implementation of new senior management structure in April 2014.</p> <p>(Q3 2013/14) PDRs already being conducted for Directors and Assistant Directors using values and behaviours. Preparations for launch on track.</p> <p>(Q4 2013/14) Feedback from the initial process with Directors and Assistant Directors is to be considered before Council-wide roll-out at the next PDR cycle in January 2015.</p>

<p>(d) - (i) Adoption of customer centric approach to service delivery</p>	<p>Chief Executive</p>	<p>31-Mar-14</p>		<p>Behind Schedule</p>	<p>Q1 2013/14) The Council's approach to service delivery is to be reviewed in the fourth quarter of the year, once the new values and behaviours are embedded.</p> <p>(Q2 2013/14) Review still anticipated to be undertaken during fourth quarter of the year.</p> <p>(Q3 2013/14) A high-level review of options adopted by some peer authorities is to be undertaken in the fourth quarter of the year. Appropriate pilot introduction is to be carried out as part of the implementation of the second phase of the senior management restructure, by 30 September 2014.</p> <p>(Q4 2013/14) Discussions with Bath and North-East Somerset Council about their approach to customer-focused service delivery have been held by the Leadership Team, and a number of possible service areas have been identified for implementation as pilot projects. Visits to Bath and Maldon District Council's new customer contact centre are to be undertaken.</p>
<p>(d) - (ii) Generation of increased revenue for traded services</p>	<p>Chief Executive</p>	<p>(not specified)</p>		<p>On Target</p>	<p>(Q1 2013/14) Options for increased revenue to be reviewed in the fourth quarter of the year.</p> <p>(Q2 2013/14) Parking charges currently being reviewed, alongside other fees and charges, as part of the preparation of the budget for 2014/15. A separate review looking at revenue opportunities at North Weald Airfield is underway.</p> <p>(Q3 2013/14) Increased parking charges have been agreed in principle and detailed proposals are currently being developed. The approach to other fees and charges will be incorporated into the budget proposals for 2014/15 to be considered by full Council in February 2014. The review looking at revenue opportunities at North Weald Airfield is ongoing.</p> <p>(Q4 2013/14) Budget approved and Saville's report received. The Chief Executive has met with the Rigby Group Plc to consider the revenue potential of the airfield.</p>
<p>(e) - Consider feasibility of a one-stop-shop at the Broadway, Loughton</p>	<p>Director of Housing</p>	<p>30-Jun-13</p>		<p>Pending</p>	<p>(Q1 2013/14) Following informal discussions with the Cabinet, it has been agreed to hold consideration of the feasibility of a one-stop-shop at The Broadway in abeyance until after the senior management restructure has been implemented and the Council's future approach to customer contact has been determined.</p> <p>(Q2 2013/14) (Q3 2013/14) (Q4 2013/14) No further action required at this stage.</p>

<p>(f) - Provision of a more effective and efficient corporate out-of-hours emergency reporting service</p>	<p>Director of Housing/Director of Corporate Support Services</p>	<p>31-Mar-14</p>		<p>Achieved</p>	<p>(Q1 2013/14) Management Board has approved a draft report for consultation with the staff side and individual members of staff affected, proposing that the Council contracts with Mears Ltd from April 2014, as part of the existing Repairs Management Contract, to provide an out of hours call handling service for all emergency calls received out of hours (housing and non-housing), together with a service enhancement for Council tenants enabling them to report and make appointments for all repairs out of hours. The cost of the proposed service would be around £35,000 per annum, representing an ongoing saving of round £70,000 per annum on the current cost of the in-house service. The Cabinet will be considering the proposal, following the staff consultation exercise, in September 2013.</p> <p>(Q2 2013/14) The Cabinet is due to consider the proposed out-of-hours emergency reporting service at its meeting on 21 October 2013, together with an accompanying action plan for mitigating the effects of no longer having standby officers based at the Civic Offices during evenings and weekends.</p> <p>(Q3 2013/14) The Cabinet agreed the proposed service in October 2013. An officer project team has been established to ensure that all required actions are completed to enable the new arrangements to commence from April 2014. All officers responsible for services are currently setting out the action to be taken by Mears for every type of out-of-hours call, and the project team will shortly be visiting Mears' call centre to see the operation. Separately, the external private solicitor appointed to draft the legal documentation has produced the first draft of the required services agreement between the Council and Mears, which is currently with Mears for consideration. One standby officer at risk of redundancy has been successfully re-deployed.</p> <p>(Q4 2013/14) The new out-of-hours call handling service was successfully transferred to Mears on 31 March 2014. A few teething problems with the Council's telephony system were initially experienced but, generally, the new arrangements are working well.</p>
<p>(g) - Introduction of a new Housing Allocations Scheme</p>	<p>Director of Housing</p>	<p>1-Sep-13</p>		<p>Achieved</p>	<p>(Q1 2013/14) The Cabinet approved a completely new Housing Allocations Scheme in April 2013, effective from 1 September 2013. There is a significant amount of work being undertaken to implement the new scheme, which is expected to remove around 3,500 applicants from the Housing Register and will require all remaining and new applicants to be re-assessed under the provisions of the new scheme.</p> <p>(Q2 2013/14) The new Allocations Scheme was successfully introduced from 1 September 2013. The number of applicants re-registered on the Housing Register as at 1 October 2013 was 1,436, although new registrations continue to be received.</p> <p>(Q3 2013/14) (Q4 2013/14) Achieved.</p>

<p>(h) - Exploration of appropriate options for smarter working and changes to corporate policy and culture</p>	<p>Director of Finance and ICT/Director of Corporate Support Services</p>	<p>31-Mar-14</p>		<p>Behind Schedule</p>	<p>(Q1 2013/14) A draft ICT Strategy has been considered by the Leadership Team and this will be presented to the Finance &amp; Performance Management Scrutiny Panel in September 2013 for initial Member consideration. This strategy includes elements around smarter working and cultural change, but these themes will need to be developed and taken forward in other specific pieces of work on transformation.</p> <p>(Q2 2013/14) The draft ICT Strategy has been considered by the Scrutiny Panel and is going to Cabinet in October 2013 for Member approval. Work to change corporate culture has centred on the development and implementation of the new Values and Behaviours. Initial cross-directorate meetings and soft market research indicate that policy changes which may involve greater home working (e.g. reduced desk-per-head ratio and better use of technology) require a specific transformation programme, external expertise and a clear business case. The Chief Executive is considering how best to progress this.</p> <p>(Q3 2013/14) The Cabinet has approved the ICT Strategy. A DDF budget of £150,000 has been included in the estimates for 2014/15 to assist with the transformation programme. The Chief Executive is considering the projects he wishes to take forward and it is anticipated that the associated business cases will be presented to Members in due course.</p> <p>(Q4 2013/14) Progress as reported for the third quarter. This work will be carried forward into 2014/15.</p>
<p>(i) - Assessment of grounds maintenance service in conjunction with new waste management contract</p>	<p>Director of Environment and Street Scene</p>	<p>30-Sep-13</p>		<p>Achieved</p>	<p>(Q1 2013/14) Decision made to consider the future of the grounds maintenance service after the first stage of competitive dialogue and the receipt of initial tenders for the new waste management contract. Cabinet to consider in October 2013.</p> <p>(Q2 2013/14) Recommendation to Cabinet on 21 October 2013 that grounds maintenance be retained in-house and excluded from the remainder of the waste management contract procurement process.</p> <p>(Q3 2013/14) (Q4 2013/14) Achieved. The Cabinet has agreed to retain the Grounds Maintenance Service in-house and therefore exclude it from the procurement exercise for the new waste management contract.</p>

j) - (i) Achievement of the 'Silver' service grade for the Local Land and Property Gazetteer	Director of Environment and Street Scene	30-Apr-13		Under Control	<p>(Q1 2013/14) Good progress is being made but there is a risk of progress being stalled through difficulties with data protection requirements. This is preventing the temporary employment of support from Broxbourne Borough Council to deal with errors in the existing gazetteer database.</p> <p>(Q2 2013/14) Further delays arose through a continuation of the issues set out in the Q1 report above, as well as the need to appoint additional staff in support of the existing Local Land and Property Gazetteer (LLPG) Officer. The support officer from Broxbourne is now in place and progress is being made and consideration is also being given to what other resources could be applied to move the project forward at a greater pace.</p> <p>(Q3 2013/14) Although the original deadline has not been achieved, excellent progress continues to be made on ensuring the accuracy of the LLPG. The achievement of a specific award has been deferred and preference given to ensure the overall robustness of the LLPG and associated mapping systems, which will serve the Council in the longer term. Assuming present progress is maintained, an accurate and usable LLPG will emerge and the 'awards' will automatically follow.</p> <p>(Q4 2013/14) There are very few queries remaining outstanding and it is anticipated that the service will achieve a 'silver' rating at the next evaluation. Work is largely complete on the review and updating of the Gazetteer and additional resources from Broxbourne Borough Council are no longer required. It is intended to have the LLPG refreshed and ready for the commencement of the new Waste Management Contract in November 2014.</p>
k) - (ii) Completion of the Gazetteer structure considerations	Director of Environment and Street Scene	30-Sep-13		Achieved	<p>(Q1 2013/14) A cross-functional Project Team is currently considering where a corporate gazetteer function would best fit.</p> <p>(Q2 2013/14) Delays in establishing the mechanisms for updating the Gazetteer have resulted in the completion of this part of the Project Team's work also being delayed. The work of the Project Team continues and its recommendations will be fed into the Chief Executive's final proposals for the forthcoming senior management restructure.</p> <p>(Q3 2013/14) (Q4 2013/14) The Project Team has made recommendations to the Chief Executive for consideration as part of the senior management restructure. These were accepted and the proposals were adopted by Council in December 2013 as part of the overall restructure proposals.</p>



(k) - Review of future provision of Careline Service	Director of Housing	31-Mar-14	Pending	<p>(Q1 2013/14) Although Essex County Council (ECC) recommended that a new county-wide telecare contract should be procured from April 2014, it is understood that, following representation from a number of providers (including Epping Forest DC), ECC officers and members are currently considering the most appropriate way forward, having regard to the views expressed by existing providers.</p> <p>(Q2 2013/14) No further information has been received from Essex County Council about its intentions although the County Council is currently undertake a major senior management restructure which may be delaying its consideration of the future of county-wide telecare services.</p> <p>(Q3 2013/14) (Q4 2013/14) No further information has been received from Essex County Council in connection with future telecare arrangements.</p>
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## 6. To deliver key priorities within budget

Action	Officer	Target Date	Status	Progress
(a) - Development of revised key performance indicator set based on key strategies	All Directors	31-Mar-14	Achieved	<p>(Q1 2013/14) Revised key performance indicator set adopted for 2013/14 adopted by Finance and Performance Management Cabinet Committee in March 2013.</p> <p>(Q2 2013/14) (Q3 2013/14) (Q4 2013/14) Achieved.</p>
(b) - Delivery of all key outcomes	All Directors	31-Mar-14	Behind Schedule	<p>(Q1 2013/14) At the end of the first quarter of the year, 58.8% of the key performance indicators had achieved target performance.</p> <p>(Q2 2013/14) At the end of the second quarter of the year, 20.3% of the individual deliverables or actions supporting the key objectives for 2013/14 had been achieved. For the same period, 74.3% of the key performance indicators also achieved target performance.</p> <p>(Q3 2013/14) At the end of the third quarter of the year, 40 (74%) of the individual deliverables or actions supporting the key objectives for 2013/14 had been achieved, or were anticipated to be completed/achieved by a revised target date or at year-end. Some 8 (15%) deliverables or actions may not be completed or achieved by year-end and a further 6 (11%) are currently on-hold as a result of external circumstances. For the same period, 80% of the key performance indicators also achieved cumulative target performance.</p> <p>(Q4 2013/14) At the end of the year, 23 (42.6%) individual actions supporting the key objectives for 2013/14 had been completed. Although 20 (37.0%) actions were not completed by year-end, revised target completion dates during 2014/1516 have been identified for 15 of these. A further 11 (20.3%) actions were on-hold at year-end, as a result of external circumstances. For the same period, 80% of the key performance indicators also achieved cumulative target performance.</p>



(c) - Consumption of resources within budget	Director of Finance and ICT	31-Mar-14		Under Control	<p>(Q1 2013/14) There is concern about the levels of income from Development Control and Building Control as these are significantly below their estimated levels at the end of the first quarter. However, overall it is anticipated that the capital and revenue outturns will be contained within budget.</p> <p>(Q2 2013/14) Concern remains about the levels of some of the Council's key income streams as some are significantly below their estimated levels. However, overall it is still anticipated that the capital and revenue outturns will be contained within budget.</p> <p>(Q3 2013/14) The performance of key income streams has improved and the CSB target for the 2014/15 budget has been achieved. It is anticipated that the use of reserves in 2013/14 will be in line with the revised estimates.</p> <p>(Q4 2013/14) The accounts are still being closed for 2013/14 but the expectation remains that the use of reserves will be in line with the revised estimates.</p>
d) - Setting of a consistently low district council tax	Director of Finance and ICT	1-Apr-13		Achieved	<p>(Q1 2013/14) The Spending Review announced that further grants will be available for councils choosing to freeze the Council Tax for both 2014/15 and 2015/16. It is anticipated that Members will want to accept this offer and that Council Tax will continue to be frozen.</p> <p>(Q2 2013/14) A member query has arisen on the relative merits of continuing to accept the freeze grant or increasing the Council Tax A report in response will be considered by the Finance and Performance Management Cabinet Committee and Scrutiny Panel in November 2013.</p> <p>(Q3 2013/14) It is likely that the Council Tax will continue to be frozen for both 2014/15 and 2015/16.</p> <p>(Q4 2013/14) The Council Tax was frozen for 2014/15.</p>

7. To prepare for changes arising from the transfer of public health responsibilities

Action	Lead Officer	Target Date	Status	Progress
(a) - Development of a District Public Health Strategy	Director of Environment and Street Scene	30-Sep-13	Achieved	<p>(Q1 2013/14) The local priorities for Health and Wellbeing have been established. A draft joint strategy for West Essex has been prepared in conjunction with Harlow and Uttlesford district councils, the West Essex Clinical Commissioning Group (CCG) and Essex County Council's Public Health Locality Manager. There has been a delay due to the CCG not having yet established a five-year plan and the first meeting of the West Essex Wellbeing Board being delayed due to the local government elections.</p> <p>(Q2 2013/14) It has become clear that the Council does not need the type of Public Health Strategy that was originally envisaged. A public health strategy has been developed, entitled 'The Epping Forest Health and Wellbeing Strategy' and is itself an offshoot of the Strategy for 'West Essex Health &amp; Wellbeing' which is part of the suite of strategies overseen by the Local Strategic Partnership. Whilst it has been suggested that the Epping Forest Health &amp; Wellbeing Strategy should reference in a little more detail the importance of core environmental health responsibilities and actions, and also those relating to housing, there is no clear need for a dedicated Epping Forest Public Health Strategy document to be developed.</p> <p>(Q3 2013/14) (Q4 2013/14) The West Essex Wellbeing Board is due to meet for third time. The Board has received a presentation from the Clinical Commissioning Group and is due to identify joint strategic projects at its meeting on 30 January 2014. The work of Local Strategic Partnership Health Theme Group is ongoing. The 'Healthworks' project in Waltham Abbey has proved successful</p>

8. To maximise the potential of the Council's key development sites

Action	Lead Officer	Target Date	Status	Progress
(a) - (i) Completion of a development agreement with the owner of the T11 site	Director of Corporate Support Services	31-Dec-13	Under Control	<p>(Q1 2013/14) Meetings with the owners of the T11 site are taking place. Timing is linked to the outcome of the new waste management contract procurement process and expected vacation of the site.</p> <p>(Q2 2013/14) A confidential report on the progress of the development agreement and the outcome of other linked negotiations is to be considered by the Cabinet on 2 December 2013.</p> <p>(Q3 2013/14) Further meetings with the owners of the T11 site and respective professional advisors have taken place. It is anticipated that a draft development agreement will be completed by the end of the financial year.</p> <p>(Q4 2013/14) Expert advice on joint venture structures and tax planning is nearing completion. It is intended that a report on the preferred option, together with a draft development agreement, will be considered by the Cabinet in September 2014.</p>
(a) - (ii) Facilitation of a detailed planning application for the T11 site	Director of Corporate Support Services	31-Dec-13	Pending	<p>(Q1 2013/14) Meetings with the owners of the T11 site are taking place. Timing is linked to the outcome of the new waste management contract procurement process and expected vacation of the site.</p> <p>(Q2 2013/14) A report agreeing the Council's contribution to the cost of the application has been agreed. The timing of the application is linked to the negotiations referred to above and is being made on behalf of the owners of the T11 site.</p> <p>(Q3 2013/14) The preparation of a detailed planning application remains linked to the negotiations reported in the second quarter of the year.</p> <p>(Q4 2013/14) The timing of the detailed planning application remains linked to the negotiations reported earlier in the year.</p>
(a) - (iii) Commencement of development at the T11 site	Director of Corporate Support Services	31-Mar-15	Under Control	<p>(Q1 2013/14) The procurement of the new waste management contract provides for the contractor to be able to remain at the Council's depot at Langston Road, Loughton, or an alternative site, for at least a year.</p> <p>(Q2 2013/14) There remain too many variables to give an exact date for the commencement of development of the site, including when the waste management contractor (once selected), can vacate the site.</p> <p>(Q3 2013/14) Progress remains as reported for the second quarter of the year.</p>

					(Q4 2013/14) The current waste management contractor will vacate the site by 31 March 2015.
(b) - (i) Consideration of a report reviewing the future of North Weald Airfield	Director of Environment and Street Scene	10-Jun-13		Achieved	(Q1 2013/14) Report completed. To be presented to the Cabinet on 22 July 2013.  (Q2 2013/14) The report was considered by Cabinet on 22 July 2013, when it was agreed that the mixed use option (Option 3 within the Deloitte report) be taken forward into the local plan 'Preferred Options' consultation.  (Q3 2013/14) (Q4 2013/14) Achieved.
(b) - (ii) Incorporation of recommendations for North Weald Airfield into development of Local Plan	Director of Environment and Street Scene/Director of Planning and Economic Development	31-Oct-13		Behind Schedule	(Q1 2013/14) The outcome of the Cabinet consideration on 22 July 2013 will be incorporated within the 'Preferred Options' consultation phase of the Local Plan, scheduled for 2014.  (Q2 2013/14) Following the decision of the Cabinet in July 2013, the appointment of consultants to masterplan suitable development of some land at North Weald Airfield (whilst retaining aviation), is underway.  (Q3 2013/14) The Cabinet has agreed (2 December 2013) that extra resources can be applied to asset management in addition to the North Weald masterplanning work, which is currently in progress and now anticipated to be completed by a revised target date of 31 March 2014.  (Q4 2013/14) An exhibition is to be held on the 28 June 2014 in North Weald to update the emerging options for the North Weald Bassett Masterplan. These will feedback to the local community what preferences are expressed at the initial consultation event with regard to new homes, jobs and community facilities. The final report will go forward to be adopted as part of the Local Plan process.
(c) - (i) Jointly market the St Johns Road site for sale in part or as a whole	Director of Corporate Support Services	30-Jun-13		Under Control	(Q1 2013/14) Joint marketing with Essex County Council and Epping Town Council is underway with a topographical survey to be undertaken on 15 July 2013 and viewing days on 22 and 24 July 2013.  (Q2 2013/14) A successful Expressions of Interest exercise has been completed and a presentation of the results has been made to Epping Town Council and EFDC members. It is intended to formally report the outcome to the Cabinet on 2 December 2013 and to assist the town council as required.  (Q3 2013/14) Following a successful Expressions of Interest exercise and a presentation to Town and District Council members, Epping Town Council has appointed Strettons to represent their interests. The three external experts and officers have analysed the bids and are undertaking detailed discussions in order to bring a report to the Cabinet as soon as possible.  (Q4 2013/14) The draft Heads of Terms have been drawn up between the three external firms. The Project Board is to meet in late-June 2014 with a view to recommending a course of action for consideration by the Cabinet in September 2014.

(c) - (ii) Relocation of the Housing Repairs Depot by 31 March 2014	Director of Housing/Director of Corporate Support Services	31-Mar-14		Pending	<p>(Q1 2013/14) A schedule of the Council's requirements for a new base for the Housing Repairs service has been assessed and formulated, which has established that a minimum floor area of 1,045 SqM of internal space, plus a further minimum floor area of 1,000 SqM. of external space, would be required. The Council's requirements have been circulated to commercial agents to identify suitable premises.</p> <p>(Q2 2013/14) No relocation site identified yet, awaiting clarification of overall depot requirements for the waste management contract. No risk of impact on operations yet.</p> <p>(Q3 2013/14) No further progress. Although the depot will not be relocated by 31 March 2014, there are no implications at present. Indeed, it is preferable to find the right site, at an appropriate cost, rather than seeking to relocate unnecessarily quickly.</p> <p>(Q4 2013/14) Awaiting the outcome of the review of the Council's fleet operations service, since this may result in accommodation being available from the authority's own estate portfolio.</p>
(d) - (i) Determination of a planning application for the nursery site at Pylles Lane	Director of Corporate Support Services	30-Jun-14		Achieved	<p>(Q1 2013/14) Planning application refused.</p> <p>(Q2 2013/14) (Q3 2013/14)</p> <p>(Q4 2013/14) It is intended that a new planning application will be considered by the appropriate Plans Sub-Committee in July 2014.</p>
(d) - (ii) Relocation of the Nursery Service from the Pylles Lane site	Director of Corporate Support Services	31-Dec-14		Pending	<p>(Q1 2013/14) The future of nursery service awaits clarification of depot requirements within the new waste management contract. It is highly likely that glasshouse provision will not be required.</p> <p>(Q2 2013/14) The Council is in the process of acquiring a neighbouring property with a view to addressing concerns raised by the Area Plans Sub-Committee, in a new planning application.</p> <p>(Q3 2013/14) The Council has acquired the neighbouring property and is consulting with Essex County Council (Highways) with a view to submitting a new planning application.</p> <p>(Q4 2013/14) The completion of this action is dependent on the determination of the new planning application to be considered by the appropriate Plans Sub-Committee in July 2014.</p>
(e) - Deliver Regeneration Action Plan for council land at The Broadway, Loughton	Director of Corporate Support Services/Director of Housing	30-Sep-14		Under Control	<p>Q1 2013/14) The Broadway Regeneration Action Plan, which relates to the land under the control of the Council, was adopted by the Cabinet in 2012. Before the development of the land can be progressed: (a) the Parish of Loughton needs to decide whether it wishes to provide a new church and community hall on EFDC-owned land in The Broadway, enabling replacement housing to be provided elsewhere on the Church's land. This involves discussions with the Methodist Church. The Director of Housing has written to the Bishop of Barking (CofE) seeking a meeting with to discuss the Church's aspirations and intentions, in order to move forward; and (b) the outcome of the proposed</p>

re-redevelopment of the Sir Winston Churchill PH site by a private developer, which may or may not include some of the Council's land, needs to be determined. Once the way forward is clearer, the Council's Preferred Housing Association Partners will be invited to submit proposals for the development of the Council's remaining land for affordable housing. With regard to sites not under the Council's control, the proposed developer of the Sir Winston Churchill site is in discussions with the Council about a proposed development scheme. Following initial discussions with Transport for London about its development proposals around Debden Station, no further contact has been received. Negotiations with the developer are progressing well and it is hoped that Heads of Term will be agreed shortly to enable a report to be submitted to the Cabinet in September. Once approved the developer will submit a planning application and the development agreement will be finalised.

(Q2 2013/14) The Bishop of Barking's development consultant has advised that the Anglican and Methodist Churches wish to work together on a vision for church provision in Loughton, which may include some church and community provision at The Broadway. A meeting with the development consultant has been arranged to discuss further. A planning application has been submitted by the developer in respect of the Sir Winston Churchill site and a confidential report relating to the Torrington Drive/Sainsbury's site is due to be considered by the Cabinet on 2 December 2013.

(Q3 2013/14) Following further discussions between the Anglican Parish of Loughton and the Methodist Church (which has a Local Ecumenical Partnership), the Partnership has been unable to agree amongst its membership to the proposal that EFDC land at Burton Road be used to provide a church and community facility, in return for the site of the Methodist-controlled Church at Mannock Drive being developed for affordable housing. At its meeting on 3 February 2014, the Council House Building Cabinet Committee considered a development appraisal and financial appraisal to develop all the EFDC land to the south of Burton Road to provide a minimum of 31 new affordable rented homes, as Phase 2 of the house building programme. The Committee agreed that development should be sought, but that an attempt should be made to increase the density of the development (and thereby the number of properties provided), and that a planning application should be submitted accordingly. Separately, the Director of Housing has met with Moat Housing to discuss the development of the EFDC land to the north of Vere Road for affordable rented housing, as part of the development of the Sir Winston Churchill site. A progress report on the various development sites at The Broadway will be made to the Asset Management and Economic Development Cabinet Committee on 13 February 2014.

(Q4 2013/14) The Council Housebuilding Cabinet Committee has agreed that planning permission should be sought to provide 56 new affordable rented homes on the Council's land at Burton Road, Loughton (south of The Broadway), and the planning application is currently being drafted. The Director of Communities is in discussion with Moat Housing about the possible provision of an affordable rented housing scheme on the Council's difficult-to-let garage site in Vere Road, Loughton (north of The Broadway), incorporating a large number of parking spaces for residents of the proposed development at the Sir Winston Churchill PH site.

<p>(f) - (i) Facilitation of a detailed planning application for Oakwood Hill, Loughton</p>	<p>Director of Corporate Support Services</p>	<p>30-Jun-13</p>		<p>Under Control</p>	<p>(Q1 2013/14) An additional geotechnical survey has been completed and a resubmission of the planning application for the site is being prepared for August 2013.</p> <p>(Q2 2013/14) Following further work with interested parties and subject to consultation with the Director of Planning and Economic Development, a resubmission of the planning application is currently scheduled for November 2013.</p> <p>(Q3 2013/14) Consultation still ongoing to allow a resubmission of the planning application.</p> <p>(Q4 2013/14) Dependent on the outcome of the consultation reported in the third quarter, it is intended that the planning application will be resubmitted in July 2014.</p>
<p>(f) - (ii) Procurement of the detailed design and development of Oakwood Hill, Loughton</p>	<p>Director of Corporate Support Services</p>	<p>31-Dec-13</p>		<p>Pending</p>	<p>(Q1 2013/14) An additional geotechnical survey has been completed and a resubmission of the planning application for the site is being prepared for August 2013.</p> <p>(Q2 2013/14) Further progress with this action awaits the outcome of the revised planning application.</p> <p>(Q3 2013/14) Consultation is still ongoing to allow a resubmission of the planning application.</p> <p>(Q4 2013/14) The completion of this action is dependent on the outcome of the planning application intended to be resubmitted in July 2014.</p>
<p>(f) - (iii) Commencement of development at Oakwood Hill, Loughton</p>	<p>Director of Corporate Support Services</p>	<p>31-Mar-14</p>		<p>Pending</p>	<p>(Q1 2013/14) An additional geotechnical survey has been completed and a resubmission of the planning application for the site is being prepared for August 2013.</p> <p>(Q2 2013/14) Further progress with this action is dependent on the outcome of the resubmitted planning application.</p> <p>(Q3 2013/14) Further progress with this action is still dependent on the outcome of the resubmitted planning application.</p> <p>(Q4 2013/14) The completion of this action is dependent on the outcome of the planning application intended to be resubmitted in July 2014.</p>



<p>(g) - Commencement of the council's new house building programme</p>	<p>Director of Housing</p>	<p>31-Mar-14</p>		<p>Under Control</p>	<p>(Q1 2013/14) East Thames Group has been appointed as the Council's Development Agent for the housebuilding programme and a new Housebuilding Cabinet Committee has been formed. The development and financial appraisals for the developments in the first year of the programme, comprising 25 new rented homes on three sites in Waltham Abbey, were considered by the Cabinet Committee on 10 July 2013 and it was agreed that all three sites should be progressed to the planning application stage. The Cabinet Committee has agreed to utilise East Thames' EU-compliant framework agreements for the procurement of the works contractors, who will be selected through a competitive process from the approved list.</p> <p>(Q2 2013/14) A planning application for one of the proposed developments, at Harveyfields, Waltham Abbey, was submitted at the end of September 2013, and applications for the remainder are due to be submitted in October 2013. If planning permission is granted, it is envisaged that a start on site will take place before the end of the financial year.</p> <p>(Q3 2013/14) Planning permission for the Harveyfields development has been granted. Planning applications for the remaining sites were submitted in October 2013. If planning permission is granted for the remaining sites, they will provide 23 new affordable rented properties for Year 1 of the House Building Programme (2 properties less than originally proposed, due to the withdrawal of 2 proposed houses at Roundhills which need further consideration). The Year 1 package of sites is expected to commence on-site in Spring 2014.</p> <p>(Q4 2013/14) Tenders for the works for Phase 1 have been invited. Start on Site is planned for July 2014.</p>
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9. To prepare and plan for the effects of welfare reforms in an effective and coordinated way

Action	Officer	Target Date	Status	Progress
<p>Page 125                      - Delivery of the council's Welfare Reform Mitigation Action Plan</p>	<p>Director of Housing</p>	<p>31-Dec-13</p>	<p>Achieved</p>	<p>(Q1 2013/14) Following the formation of an (officer) Project Team the Cabinet adopted a Welfare Reform Mitigation Action Plan in October 2012, which identified 59 separate actions. Progress is regularly monitored by both officers and, on a quarterly basis, the Housing Scrutiny Panel. Nearly two thirds of all the tasks have now either been achieved or nearly achieved, with most of the remaining third of all tasks either not yet being required or are no longer required. At the recent re-accreditation assessment of the Housing Directorate's Customer Service Excellence Award, 'Compliance Plus' accreditation was awarded for the comprehensive and customer-focused approach taken to the welfare reforms mitigation project.</p> <p>(Q2 2013/14) At 1 October 2013, 38 (65%) of the actions had been achieved. Only three tasks that are able to be undertaken now, have not yet been achieved. All remaining takes cannot be undertaken until the Government makes decisions on the timing and procedures for the introduction of Universal Credit.</p> <p>(Q3 2013/14) (Q4 2013/14) Quarterly progress reports on the delivery of the action plan continue to be made to the Housing Scrutiny Panel. As at 1 January 2014, a further three tasks have been achieved, resulting in 70% of all the tasks in the action plan being achieved. Furthermore, only one further task that is able to be undertaken now, has not yet been achieved (relating to a longer-term ambition to work with the Council's Preferred Housing Association partners to secure and provide private-rented housing as part of the non-affordable housing provision on new developments or through acquisition from the open market). Although this issue has been raised with the Council's referred partners, due to the long lead-in times for such projects, it will be some time until this task will be able to be achieved. All the remaining actions relate to issues on which the Government still needs to make decisions or issues that it needs to implement, particularly the proposed introduction of Universal Credit and the direct payment of housing benefit to Council tenants. Therefore, there is little more the Council can do in terms of delivering the action plan, until the Government implements these elements. Consequently, both the officer project team and the Housing Scrutiny Panel have agreed not to consider any further progress reports, until such time as preparations need to be made by the Council for the introduction of Universal Credit and direct payments, when quarterly reports will resume.</p>

<p>(b) - Implementation of an updated local scheme of support for council tax</p>	<p>Director of Finance and ICT</p>	<p>31-Dec-13</p>	<p style="background-color: green;"></p>	<p>Achieved</p>	<p>(Q1 2013/14) A report was made to the Cabinet in July 2013 to start the consultation process for the 2014/15 scheme. Joint work on local support for council tax continues across Essex and there are no reasons at this time to suspect that the 2014/15 scheme will not be approved in time.</p> <p>(Q2 2013/14) The consultation has now been completed and it is likely that the scheme for 2014/15 will be very similar to that for 2013/14. A report is being made to the Cabinet on 2 December 2013 to confirm the terms of 2014/15 scheme.</p> <p>(Q3 2013/14) (Q4 2013/14) Achieved. The scheme for 2014/15 was approved by both the Cabinet and Council in December 2013.</p>
<p>(c) - Retention of adequate resources to ensure the threat of fraud is effectively managed</p>	<p>Director of Finance and ICT</p>	<p>31-Dec-13</p>	<p style="background-color: gray;"></p>	<p>Pending</p>	<p>(Q1 2013/14) The Department for Work and Pensions has not yet provided any more information on their road map towards a Single Fraud Investigation Service or their timescale for achieving this objective. As part of the senior management restructure, one of the options being considered is the consolidation of fraud officers into the Internal Audit Unit. This could help in providing a consistent and co-ordinated approach to the threat of fraud.</p> <p>(Q2 2013/14) The Department for Work and Pensions are moving towards a Single Fraud Investigation Service but have not set out the implications for individual authorities and staff. As part of the corporate restructure, one of the options being considered is the consolidation of fraud officers into the Internal Audit Unit. This could help in providing a consistent and co-ordinated approach to the threat of fraud.</p> <p>(Q3 2013/14) The Department for Work and Pensions have still to set out a clear timetable and their further analysis of staff requirements and TUPE implications. The Chief Internal Auditor is producing a report to set out an implementation plan for a Corporate Fraud Team.</p> <p>(Q4 2013/14) Still awaiting detailed information from the Department for Work and Pensions. .</p>
<p>(d) - Retention of adequate resources to effectively operate council's benefit function</p>	<p>Director of Finance and ICT</p>	<p>31-Dec-13</p>	<p style="background-color: gray;"></p>	<p>Pending</p>	<p>(Q1 2013/14) (Q2 2013/14) (Q3 2013/14) Further information is still awaited from the Department for Work and Pensions on a detailed implementation plan for Universal Credit and the future role of local authorities in the benefits system. To date, staff retention has not been a problem and performance on both changes of circumstance and new claims processing have exceeded target at the end of the third quarter of the year.</p> <p>(Q4 2013/14) Detailed information on Universal Credit and the future role of Local Authorities is still awaited. Staff retention has not been a significant problem and all key performance targets for the year were achieved.</p>

(e) - Publication of appropriate information in respect of welfare reforms and the implications	Director of Finance and ICT	(not specified)		5. Pending	(Q1 2013/14) (Q2 2013/14) (Q3 2013/14) (Q4 2013/14) The Councils benefits and housing services continue to work with partners and provide information and assistance where appropriate. However, as set out above there has been a lack of significant announcement by the Department for Work and Pensions on how welfare reform is to be taken forward.
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