

'Clean' version of Policy 11 as included in the Proposed Modifications Schedule

Revised Policy 11 Gypsy and Traveller and Travelling Showpeople accommodation

The Council will seek to ensure that the accommodation needs of Gypsies, Travellers and Travelling Showpeople who meet the planning definition of a traveller and those who do not meet the planning definition (as set out in Planning Policy for Traveller Sites (2015)) are met for the period 2016-2021.

The Council has undertaken a Gypsy and Traveller Accommodation Assessment. The Update report (July 2019) identifies this need for the period 2021-2026 as:

- 136 pitches for households who meet the definition
- 33 pitches for households who do not meet the definition
- 2 pitches from undetermined households
- 5 plots for Travelling Showpeople

The allocated sites for Gypsies, Travellers and Travelling Showpeople considered to meet the identified accommodation needs for 2016-2021 are identified on the Proposals Map and listed in Appendix X.

The sites are only to be used for accommodation for Gypsies, Travellers and Travelling Showpeople. These sites will be removed from the Green Belt and inset within it. Once such use ceases then the land is to revert to Green Belt.

Any proposals on these sites for uses other than accommodation for Gypsies, Travellers and Travelling Showpeople will be considered as if the land remained in the Green Belt and planning policies for the Green Belt will apply to such proposals.

Provision for pitches and plots to meet the needs of Gypsies, Travellers and Travelling Showpeople on the sites identified on the Proposals Map (and listed in Appendix X) and on new sites will be supported in a planning application where the Council considers that:

- i. The site has a suitable site layout which demonstrates that the site is able to accommodate the number of pitches and plots sought;
- ii. The site has essential services such as water, power, sewerage, drainage and waste disposal or is capable of being provided with these;
- iii. The site is provided with high quality boundary treatment and landscaping in accordance with Policy 27 of this Plan;
- iv. The site has safe access to the highway and public transport services and will not result in unacceptable impact on the capacity and environment of the highway network;
- v. The site has a reasonable location with regard to access to local services and community facilities and does not place undue pressure on local infrastructure and services (such as healthcare, schools and shops);

- vi. The proposal would not result in unacceptable adverse impacts on the amenity of other site occupants and the occupiers of neighbouring sites;
- vii. The proposal would not result in unacceptable adverse impacts on the visual amenity of the local area;
- viii. Sites at risk of flooding should be subject to the sequential and exception tests.

In addition to the criteria above, the Council will also give weight to the following criteria when assessing proposals for sites for Gypsies, Travellers and Travelling Showpeople :

- i. sites being well planned or soft landscaped so as to positively enhance the environment and increase its openness;
- ii. promoting opportunities for healthy lifestyles such as ensuring adequate landscaping and play areas for children;
- iii. sites not being enclosed with hard landscaping, high walls or fences such that the site and its residents appear isolated from the rest of the community.

Proposals for sites for Gypsies, Travellers and Travelling Showpeople which are not the subject of an allocation through this Local Plan (as identified on the Proposals Map and listed in Appendix X) will be required to demonstrate need through an up to date and robust needs assessment with verifiable evidence relating to the definition in Planning Policy for Traveller Sites (2015).

Where appropriate, the Council will seek to retain approved sites for Gypsies, Travellers and Travelling Showpeople in the light of the challenges of identifying suitable sites for these communities.

It is unlikely that there will be scope for sites in the urban area to address the accommodation needs of Gypsies, Travellers and Travelling Showpeople in the period after 2021. Following detailed assessment of the sites allocated in the Local Plan (as identified on the Proposals Map and identified in Appendix X), the Council expects that the majority of the accommodation needs arising for the period 2021-2026 could be met within existing sites or within land adjoining them where this is in the control of households on the existing site.

Future need in the latter periods of the Local Plan period (2021-31) as a result of new household formation will be addressed against relevant national policy and the criteria set out above.

The Council recognises the adverse impacts associated with unauthorised encampments and will continue to use management arrangements (including enforcement action) to deal with these.

7.9.1. The Havering Gypsy and Traveller Accommodation Assessment (GTAA) Update Report (July 2019) provides a robust assessment of current and future need for Gypsy, Traveller and Travelling Showpersons accommodation in Havering for the plan period 2016-2031. The report identifies additional need for Gypsy and Traveller households by 5 year

periods for households who meet the planning definition and those who do not meet the planning definition (as defined in Planning Policy for Traveller Sites (2015)) as well as those households for which need was undetermined. The table below summarises this:

Table X

Additional need for Gypsy and Traveller households in Havering by 5 year periods

Years	0-5	6-10	11-15	
	2016-21	2021-26	2026-31	Total
Meet Planning Definition	136	18	20	174
Undetermined	2	0	1	3
Do not meet Planning Definition	33	5	5	43
TOTAL	171	23	26	220

7.9.2. Additionally, the GTAA Update Report (July 2019) identified that there are 5 Travelling Showpeople households in Havering and all meet the planning definition in national planning policy.

7.9.3. The Council is committed to an early review of this Local Plan. It will provide the opportunity to review the GTAA as a key part of the evidence base to ensure that the need for Gypsy and Traveller accommodation is understood and recognised through appropriate provision. The preparations for an early review of the Local Plan will also provide the opportunity for the Council to assess the scope for further sites and to identify these in its next Local Plan. In doing this, the Council will have regard to the Planning Policy for Traveller Sites (PPTS)(2015) and focus its attention on looking for sites in the built up area including sites that are within Council ownership.

7.9.4. The GTAA Update Report (July 2019) is supported by an up to date and detailed Pitch Deliverability Assessment to determine whether the current identified need for pitches could be accommodated within the existing boundaries of established sites. Further work based on this evidence has also encompassed looking at the scope for existing sites to be expanded to accommodate existing and future needs where the households on a site have ownership or control of adjoining land. This work encompassed assessing the capacity of individual sites to accommodate further accommodation units of the types typically used by Gypsy and Traveller families including park homes, touring caravans and 'day-rooms'. It provided for reasonable separation between units and access arrangements. It did not encompass detailed feasibility studies as to the capability of sites to accommodate further units as will be required when a full planning application comes forward for the site.

7.9.5. The GTAA Update Report (July 2019) identifies that all Gypsy and Traveller families living in Havering currently occupy private sites within the Havering Green Belt. There are no

public sites within the borough and there are no sites in the built up area. The biggest constraint when trying to identify suitable land to meet the need for Gypsy and Traveller pitches in Havering is the Green Belt.

7.9.6. National planning policy says that Gypsy and Traveller pitches are inappropriate development in the Green Belt and can only be permitted in exceptional circumstances. However, despite repeated and extensive efforts, the Council has not been able to identify any suitable and deliverable non-Green Belt land within the built-up area that could be used for Gypsy and Traveller accommodation.

7.9.7. The policy seeks to meet the needs identified in the GTAA Update report (July 2019) through the allocation, regularisation, intensification or appropriate expansion of existing Gypsy and Traveller sites within the Havering Green Belt. This follows the Council's conclusion that exceptional circumstances can be demonstrated from a significant level of need for pitches for Gypsies and Travellers; a lack of any alternative suitable and deliverable non-Green Belt land; and that the allocation, regularisation, intensification or expansion of established sites would cause no further harm to the Green Belt subject to proposals satisfying the criteria in the policy.

7.9.8. The Council is removing these sites from the Green Belt and 'insetting' them within it. This is so that planning applications for Gypsy, Traveller and Travelling Showpeople accommodation on these sites do not need to demonstrate exceptional circumstances to be approved. The Council wishes to make it clear that these alterations to the Green Belt boundary are limited and exceptional in order to meet the specific identified needs for Gypsy, Traveller and Travelling Showpeople sites.

7.9.9. Although the sites are removed from the Green Belt, the Council emphasises that the only acceptable use of these sites will be for accommodation for Gypsies, Travellers and Travelling Showpeople. The Council will regard the sites as remaining within the Green Belt and subject to Green Belt policies in the event of other proposals being submitted for them.

7.9.10. The Council will expect planning applications to be submitted from the adoption of this Local Plan to 'regularise' these sites. All planning applications for these sites will be assessed against the relevant policies of this Local Plan and Planning Policy for Traveller Sites (2015). Proposals will be expected to provide a satisfactory residential environment for the occupiers on the site.

(a) Need from households who met the planning definition in Planning Policy for Traveller Sites (2015)

7.9.11. The GTAA Update report (July 2019) identifies a 15-year need for 174 pitches for Gypsy and Traveller households who met the planning definition of a Traveller as set out in the Planning Policy for Traveller Sites (PPTS)(2015).

Years	0-5	6-10	11-15	Total
	2016-21	2021-26	2026-31	
Met Planning Definition	136	18	20	174

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7.9.12. Of the 174 pitches, 136 pitches are needed within the first 5-year period of the Plan (2016-2021) to meet current need and the remaining 38 pitches in the latter part of the Local Plan period (2021-2031) to meet future need through new household formation. No specific additional need has been identified for plots for Travelling Showpeople over the 15-year plan period (2016-2031). However, the households living on the existing yard stated that they are looking to expand the yard on to adjacent land that they own, and that this will meet all of their current and future needs.

7.9.13. The Pitch Deliverability Assessment concluded that 129 pitches of the necessary 136 pitches needed in the first 5 years of the plan period could be accommodated within existing site boundaries or through the expansion of sites on land owned by the Travellers.

7.9.14. It is not currently possible to meet the current need for 7 pitches for households on 2 unauthorised sites within the current site boundaries due to land ownership issues. The Council will explore alternative provision to meet this need on other sites in the borough including through the use of other land at existing sites in the ownership of members of the Travelling Community or sites occupied by non-Travellers.

7.9.15. The sites where an allocation has been made are identified on the Proposals Map and listed in Appendix X. These allocations include any existing temporary or unauthorised pitches.

(b) Need from households who did not meet the planning definition in Planning Policy for Traveller Sites (2015)

7.9.16. The GTAA Update report (July 2019) identified a 15-year need for 43 pitches for households that did not meet the planning definition of a Traveller. Of these, a total of 33 pitches are needed in the first 5 years of the Local Plan period (2016-2021) and a further 10 pitches are needed in the latter part of the Local Plan period (2021-2031). All of this need arises from existing sites located in the Green Belt.

Years	0-5	6-10	11-15	Total
	2016-21	2021-26	2026-31	
Did not meet Planning Definition	33	5	5	43

7.9.17. The Pitch Deliverability Assessment that was completed concluded that the identified need for 33 pitches in the first 5 years of the Local Plan period (2016-21) can be met within the boundaries of the existing sites.

7.9.18. The sites where an allocation to meet the need identified above are identified on the Proposals Map and are listed in Appendix X. These allocations include any existing temporary or unauthorised pitches.

(c) Need from ‘undetermined’ households

7.9.19. The GTAA also identified need for up to 3 pitches for ‘undetermined’ households. There is a need for 2 pitches in the first 5 years of the Local Plan period (2016-2021) and a need for a further 1 pitch in the latter part of the Local Plan period (2021-2031). Any need arising from undetermined households will be determined against the criteria set out in Policy 11.

Years	0-5	6-10	11-15	Total
	2016-21	2021-26	2026-31	
Undetermined	2	0	1	3

(d) Future need

7.9.20. National planning policy requires that the Council indicate broad locations for growth for meeting the accommodation needs of Gypsies, Travellers and Travelling Showpeople for years 6-10 of the plan period of this Local Plan. In practice, the Council expects that it will have initiated a full review of the Local Plan soon after its adoption and this will provide the opportunity for a comprehensive review of how accommodation needs may be addressed including on sites within the urban area (see paragraph 7.9.2 above).

7.9.21. In the light of the other land-use priorities in Havering, particularly, the need to provide enough new homes, the Council considers that it may be unlikely that adequate sites will be identified in the built up areas. Notwithstanding that, at this stage, the Council considers that the work it has undertaken to support the preparation of this Local Plan (paragraph 7.9.4) provides it with up to date and robust information about the potential, if necessary, for existing sites to accommodate further growth in either their current form or with modest expansion into adjoining land that is within the control of the households occupying the current sites. The Council considers that in the event that sites in the urban area cannot be identified or would not provide enough capacity then growth in years 6-10 could be located on some of the existing sites in the Green Belt or extensions to them. In coming to this conclusion, the Council has also taken into account that it is likely that there may be changes to the levels of needs arising from the existing households and these will be identified in a future update of the GTAA.

7.9.22. Following detailed work (see paragraph 7.9.4 above), the Council considers that the existing sites at :

- **Ashlea View, Tomkyns Lane**
- **Church Road**
- **Haunted House Wood**
- **Laburnham Stables**
- **The Old Forge, Hubbards Chase**

- **Tyas Stud Farm**
- **Willow Tree Lodge**

may have the potential to accommodate household growth in years 6-15.

7.9.23. When considering planning applications for Gypsy and Traveller pitches and Travelling Showpeople plots, the Council will take into account the policy criteria outlined in Policy 11 in addition to the requirements of national policy. In general, proposals for Gypsy and Traveller sites and Travelling Showpeople plots are inappropriate development in the Green Belt and any additional sites will only be approved when exceptional circumstances have been demonstrated in line with national Policy.

(e) Transit sites

7.9.24. There have been low levels of unauthorised encampments in Havering in recent years. The GTAA Update Report (July 2019) indicates that the majority were short-term visiting family or friends, transient and passing through the borough. Since 2016, there has been an increase in the number of encampments on industrial land that have involved the criminal dumping of waste. It is considered that transit provision would not address any issues related to this activity. Under these circumstances, the Council does not intend to provide any new transit pitches or emergency stopping places. It will monitor the movements of gypsy and travellers into Havering and it will continue to use management arrangements (including enforcement action) for dealing with unauthorised encampments.

Appendix X

Sites identified in Policy 11 for Gypsy and Traveller accommodation

Site	Planning Status	5-Year Need (Meet Planning Definition)	5-Year Need (Do Not Meet Planning Definition)	Total 5-Year Need
66-72 Lower Bedfords Road	Unauthorised	0	3	3
Ashleigh View, Tomkyns Lane	Unauthorised	5	0	5
Church Road, Blossom Hill View	Unauthorised	1	0	1
Church Road, Cherry Blossom View	Unauthorised	2	0	2
Church Road, Cherry Tree View	Unauthorised	3	0	3
Church Road, Dunromin	Unauthorised	1	0	1
Church Road, Meadow Rise	Unauthorised	4	0	4
Church Road,	Unauthorised	3	0	3

Meadow View				
Church Road, Paddock View	Unauthorised	2	0	2
Church Road, Plot 3	Unauthorised	1	0	1
Church Road, Plot 13	Unauthorised	1	0	1
Church Road, Plot 14	Unauthorised	1	0	1
Church Road, Springfield	Unauthorised	2	0	2
Church Road, The Oak View	Unauthorised	1	0	1
Church Road, The Oak	Unauthorised	1	0	1
Church Road, The Schoolhouse	Unauthorised	1	0	1
Church Road, Willow View	Unauthorised	1	0	1
Crow Lane (r/o 21)	Tolerated	2	0	2
Fairhill Rise	Unauthorised	3	4	7
Gravel Pit Coppice, Benskins Lane	Unauthorised	14	0	14
Haunted House Wood	Planning permission	0	0	0
Haunted House Wood	Unauthorised	1	4	5
Hogbar Farm	Unauthorised	8	8	16
Hogbar Farm East	Unauthorised	10	0	10
Hogbar Farm West	Unauthorised	1	6	7
Laburnham Stables	Planning permission	4	0	4
Laburnham Stables	Temporary	5	0	5
Laburnham Stables	Unauthorised	1	0	1
Railway Sidings, North Ockendon	Planning permission	1	0	1
Railway Sidings, North Ockendon	Temporary	10	2	12
The Caravan Park, Putwell Bridge	Unauthorised	3	2	5
The Grove, Prospect Road	Unauthorised	5	0	5
The Old Forge, Hubbards Chase	Planning permission	2	0	2
Tyas Stud Farm	Temporary	5	0	5
Vinegar Hill	Unauthorised	18	4	22
Willow Tree Lodge	Planning permission	6	0	6
TOTAL		129	33	162

Sites identified in Policy 11 for Travelling Showpeople plots

Years	Planning status	5-Year Need (meet planning definition)	5-Year need (Do not meet planning definition)	Total
Fairoaks, St Mary's Lane, Upminster	Authorised	5	0	5
TOTAL	5	0	0	5

Martyn Thomas
August 1 2019