

Action 20: Matter 9: Gypsies, Travellers and Travelling Showpeople

Explanatory Note on the search for Gypsy, Travellers and Travelling Showpeople sites:

1. In September 2015, the New Forest National Park Authority undertook a 'Call for Sites' exercise to seek the submission of land for consideration as housing, employment and gypsy, traveller or travelling showpeople sites.
2. The Consultation Statement (CD12) summarises who was consulted at that time, including Friends, Families and Travellers, and The Showmen's Guild of Great Britain (Central office and Western office). The attached email at Annex 1 was sent to a long list of general and statutory consultees, as well as any interested individuals and organisations, with a clear reference to the Call for Sites process, stating that land for gypsies, travellers and travelling showpeople was being sought (in addition to that considered for housing and employment).
3. As a follow-up exercise, the Authority undertook a more tailored consultation in early Spring 2016 to assess the (current and future) availability of any public land. The email attached at Annex 2 is an example of the individual emails that were sent out at that time, along with a Call for Sites form (identifying that land for housing, employment and traveller / travelling showpeople uses was sought) as an attachment to that email. This was largely sent to public bodies who had not already responded to the public consultation period in September / October 2015, and included:
 - Adjacent authorities Estates Departments
 - Hampshire Fire and Rescue
 - NHS Property Services
 - Wiltshire Economic Development team
 - Forestry Commission
 - Wessex Water
4. Officers also explored any options identified on the [Homes and Community Agency's Land Development and Disposal Plan](#) (as it was at the time, now Homes England), and also sites identified on the [National Register of Public Sector Land](#).
5. The need for travelling showpeople accommodation relates explicitly to the National Park area, based on the detailed work undertaken by ORS consultants and the resulting GTAA (CD113), which has a need figure solely for the National Park. The need arises from just one existing site in the National Park, and the Authority has liaised with these households over recent years. Annex 4 sets out the details of a planning application for 4 travelling showpeople plots which was refused in February 2015. More favourable pre-application advice has been given on that same site and a new site early in October 2018.

Annex 1 – Email sent in September 2015 to all organisations and individuals cited in the Consultation Statement

Annex 2 – Email sent in March 2016 to a bespoke list of public bodies

Annex 3 – Copy of Call for Sites form sent out with emails in Annexes 1 and 2

Annex 4 - Details of recent planning applications and pre-application advice on sites for travelling showpeople in the National Park

Sarah Applegate

From: Policy
Sent: 09 September 2015 10:48
Subject: New Forest National Park Local Plan Review

Dear Sir / Madam

New Forest National Park Local Plan Review

The New Forest National Park Authority has published the first public consultation document as part of its review of the local planning policies covering the National Park. The consultation document (and response form) is available on [our website](#) and hard copies are also available on request.

The consultation document summarises the process for preparing a revised Local Plan; the national planning policy context for National Parks; and sets out what the National Park Authority considers to be the key planning issues facing the New Forest over the next twenty years. At this initial stage we are asking local communities, businesses, stakeholders and statutory consultees what they think the new 'Local Plan' for the National Park should contain.

The Local Plan will look forward to 2036 and will play a key role in taking forward the two National Park purposes and related socio-economic duty, helping to ensure the New Forest continues to receive the highest level of protection while fostering the economic and social well-being of the 35,000 residents who live within the Park.

Duty to Cooperate

The New Forest National Park has a close relationship with surrounding areas and the Authority is therefore particularly keen to hear from your organisation at this early stage on what you would like to see in the new Local Plan. If you feel it would be helpful to discuss the issues in person please contact policy@newforestnpa.gov.uk to arrange a meeting.

Call for Sites

As part of the initial work on the review of the Local Plan, the Authority is also inviting local communities, landowners and developers to put forward sites that they wish to be considered for residential, employment or gypsy & traveller use within the Park. Submitted sites will be assessed by the Authority and the results will form part of the evidence base for the next stage in developing the new Local Plan.

The deadline for comments on both the initial consultation on the scope of the Local Plan review and the 'Call for Sites' is **Friday 23 October 2015**. Consultation comments should be emailed to policy@newforestnpa.gov.uk and if you wish to discuss the consultation please contact the Policy team on 01590 646600.

Yours faithfully

Steve Avery
Executive Director Strategy & Planning

Sarah Applegate

From: Sarah Applegate
Sent: 04 March 2016 12:30
To: information@property.nhs.uk
Subject: New Forest National Park Local Plan
Attachments: Call for sites questionnaire final.docx

New Forest National Park Local Plan

Dear Sir / Madam

The New Forest National Park Authority is now reviewing its current planning policies and moving towards preparation of a new Local Plan. The Local Plan, when adopted will set out the spatial vision for the National Park for the next 20 years.

To assist the preparation of this new Local Plan the Authority is carrying out a **'Call for Sites'** exercise to identify sites within the National Park that may have potential for development over the Plan period.

We would like to ask whether you are aware of any public land in your ownership within the New Forest National Park that may become available now or during the lifetime of the emerging Local Plan Review (up to 2036) that you would like us to consider for development. Should you wish us to consider a site please complete and submit the attached form, along with a map clearly identifying the boundary by **Wednesday 23 March 2016**.

Please note that the submission of a site provides no guarantee that it will be allocated in the new Local Plan. Only appropriate and deliverable sites will be taken forward.

Should you have any further questions on this matter, please contact me or colleagues in the Planning Policy team on 01590 646600 or by email to policy@newforestnpa.gov.uk

Further information on the Local Plan process is set out on our website http://www.newforestnpa.gov.uk/info/20040/planning_policy/361/local_plan

If you are not the right person within your organisation to deal with this matter please could you forward this email accordingly.

Kind regards
Sarah Applegate

Sarah Applegate
Senior Policy Officer
Direct Line: 01590 64 6673



**New Forest National Park Authority Local Plan Review
September 2015**

**Call for potential housing, employment and gypsy & traveller sites, or sites for
Travelling Showpeople Questionnaire**

IMPORTANT INFORMATION

This form should be used to put forward sites for housing, employment, or gypsy & traveller use to be considered as part of the National Park Authority's Local Plan making process.

- Please complete a separate questionnaire for each site being submitted for consideration. Please provide as much information as possible.
- You must give your name and address for your submission to be considered.
- You must attach a map showing the boundaries of the site outlined in red and should include all land necessary for the proposed development (e.g. visibility splays, access, landscaping). Any other land in the same ownership close to or adjacent to or adjoining the site should be clearly edged in blue.
- There is no need to complete a questionnaire for sites that already have planning permission.
- This form should be returned to New Forest National Park Authority by **Friday 23 October 2015**, either electronically to policy@newforestnpa.gov.uk or by post to the Policy Team, New Forest National Park Authority, Lymington Town Hall, Avenue Road, Lymington, SO41 9ZG

HOW WE WILL USE YOUR INFORMATION

The New Forest National Park Authority (NPA) processes personal data in accordance with the Data Protection Act 1998. The purposes for collecting this data are to contact you to; acknowledge receipt of this questionnaire, and seek further information regarding the answers provided in this questionnaire (where necessary).

We will hold your personal data securely. It will not be used for any purposes other than as set out above, nor will it be supplied to anyone outside the NPA without first obtaining your consent (unless we are obliged or permitted by law to disclose it).

More details on how we hold personal information can be found at: <http://www.newforestnpa.gov.uk/privacyandcookies>. Should you require any further information about how your details will be used or stored and/or would like to access any information we hold about you, please contact the NPA's Information & Data Protection Officer on memberservices@newforestnpa.gov.uk.

In addition, the site information contained in submitted questionnaires may be made available for public inspection through the preparation and publication of the Authority housing, employment and gypsy & traveller land availability assessment and may also be disclosed under the Freedom of Information Act 2000 and the Environmental Information Regulations 2004.

Disclaimer

The assessment of potential housing, employment, and gypsy & travellers sites through the land availability assessment process does not indicate that planning permission will be granted for development, or that the site(s) will necessarily be allocated for development in the Authority's revised Local Plan.

Sites may need to be visited to enable a full assessment. By completing and returning this form you consent to officers for the Authority visiting the site in order to make an assessment. Site visits will be conducted unaccompanied wherever possible. Where there may be reasons why an unaccompanied visit may not be practicable (for instance where the site is secured and not visible from the public highway) please indicate below so that alternative arrangements for a site visit can be made as appropriate.

Are there any reasons which would prevent officers of the Authority undertaking a site visit unaccompanied? If so please indicate;

Reason/s - -----

For office use only:

Representor Number:	Site Ref No.
---------------------	--------------

Your details	
Name	
Contact Address	
Site address	
Telephone number	
E-mail address	
Your details (Agent) – where applicable	
Name	
Company	
Representing	
Contact address	
Telephone number	
E-mail address	

Please note – if agent details are included above all subsequent correspondence regarding the assessment of sites will be via that agent.

Site details		
Site address		
Site OS grid reference (if known)		
Are you the landowner	Yes / No	
		Who is the landowner ? (please include contact details if different from above)
		Has the landowner given permission for this site to be submitted?

Please attach an up-to-date Ordnance Survey based map outlining the precise boundaries of the site in its entirety and the part which may be suitable for development (if this is less than the whole). Without this mapped information we are unable to consider the site.

CURRENT AND POTENTIAL USE

What is the current use of the site?

Is there an existing planning permission on the site?	
Yes (please give planning permission number)	
No	

What is the estimated area of the site (hectares/acres/square metres)?	
Area of whole site	
Area suitable for development	

What use do you believe the site is suitable for? Please tick all that apply and explain why		
Residential – how many dwellings do you think could be provided on this site and of what type?		
Employment		
Mixed (residential, industrial, commercial, office)		
Travellers (number of pitches/plots)		
Other		

POSSIBLE CONSTRAINTS

To the best of your knowledge, are there any constraints that may restrict or prevent development on the site (examples are given below)? Please provide brief details:	
Access difficulties	
Existing planning policies	
Tree cover	
Topography e.g. site levels, drainage	
Local character	
Ownership issues	
Legal issues e.g. Covenants, ransom strips, tenancies	
Contamination/pollution e.g. hazardous polluted ground conditions, air quality and noise issues	
Heritage, environmental and wildlife designation e.g. SSSI, Conservation Area, Listed Buildings, Wildlife Sites, TPOs, Scheduled Ancient Monument	
Flood risk	
Infrastructure requirements e.g. capacity of utilities	
Infrastructure constraints e.g. presence of utilities, pylons	
Market viability	
Other considerations	
If there are constraints on your site, do you believe they could be overcome? If so, please explain.	

AVAILABILITY

Is the site immediately available for development?			
Yes / No		If yes, is the site currently for sale and being marketed through a land agent?	

If the site is not immediately available for development, over what broad time frame would you anticipate the site could first become available for development?	
Within the next 5 years i.e. by the end of 2020	
Within a period of 5-10 years thereafter i.e. between 2020 and 2025	
Within a period of 10-15 years thereafter i.e. between 2025 and 2030	
After 15 years i.e. after 2030	

Once started, how many years do you think it would take to develop the site?

SURVEY AND OTHER ISSUES

In identifying such a site you are giving permission for an officer of the Authority to access the site in order to ascertain site suitability if necessary. In this context would there be any access issues to the site?

If yes, please provide contact details of the person who should be contacted to arrange a site visit.
Do you know of any other issues that we should be aware of?

Thank you for completing this form. It should be returned with a map which clearly identifies the boundary of the site by **Friday 23 October 2015** to the New Forest National Park Authority, at the address below:

Policy Team
New Forest National Park Authority
Lymington Town Hall
Avenue Road
Lymington
SO41 9ZG
Or emailed to: policy@newforestnpa.gov.uk

If you have any questions regarding this form or the assessment process please contact the Policy Team via email at policy@newforestnpa.gov.uk

Consideration of planning applications and pre-application advice for Travelling showpeoples' sites

The Authority received an application (14/00843) in November 2014 on behalf of Mr Graham for 4 travelling showpeople plots on a site in Romsey Road, Ower. Application was refused in February 2015 on two grounds – insufficient ecological information, and landscape issues connected with a lack of consideration for other sites. The officer's report (set out overleaf) acknowledged that there was an identified requirement for 4 plots in the National Park (arising from an earlier Gypsy, Traveller and Travelling Showpeople Accommodation Assessment produced in 2013 for several Hampshire local planning authorities).

Mr Graham again contacted the National Park Authority in June 2015 and October 2015 with a general inquiry relating to land for travelling showpeoples' sites in the National Park. The responses both set out details of the (then) upcoming review of the local plan and the call for sites process.

In September 2018, the Authority received a pre-application enquiry (from an agent representing Mr Graham) indicating that they would be resubmitting the earlier application for the same site for 4 plots for travelling showpeople, and would address the previous reasons for refusal, and seeking officers views on the application. The Authority's response again indicated that there was a clear demonstrable need for the 4 plots, and indicated an in-principle acceptance to the proposal provided that the previous concerns are addressed, including consideration of other sites.

In October 2018, the Authority received a further pre-application inquiry from Mr Graham relating to a new site close to the one where an application was previously refused permission. The Authority's response indicated an in-principle acceptance provided that similar considerations regarding ecology, landscaping and alternative sites are addressed.

Application No: 14/00843/FULL Full Application

Site: Land At Romsey Road, Ower, Hampshire, SO51 6AH

Proposal: Change of use of land to 4 No. Travelling Showpeople plots; hardstanding; new access; gates and fencing

Applicant: Mr Graham

Case Officer: Deborah Slade

Parish: NETLEY MARSH

1. REASON FOR COMMITTEE CONSIDERATION

Contrary to Parish Council view (in part)

2. DEVELOPMENT PLAN DESIGNATION

No specific designation

3. PRINCIPAL DEVELOPMENT PLAN POLICIES

DP1 General Development Principles
CP13 Gypsies, Travellers & Travelling Showpeople
CP1 Nature Conservation Sites of International Importance
CP19 Access
CP2 The Natural Environment
CP8 Local Distinctiveness
DP6 Design Principles

4. SUPPLEMENTARY PLANNING GUIDANCE

Development Standards SPD

5. NATIONAL PLANNING POLICY FRAMEWORK

Sec 3 - Supporting a prosperous rural economy
Sec 11 - Conserving and enhancing the natural environment
Sec 6 - Delivering a wide choice of high quality homes

6. MEMBER COMMENTS

None received

7. PARISH COUNCIL COMMENTS

Netley Marsh Parish Council: Recommend refusal:

- The site is at the gateway of the New Forest National Park for a partly residential use but partly for industrial use with storage, maintenance and repair of large vehicles and fairground equipment – the latter use more suited to an industrial estate than a rural site within a National Park.
- The Parish Council believes these requirements of Policy CP13 have not been met in this application, that the development would be detrimental to the National Park and local residents, and that it would be contrary to Policies CP8 and DP6. There are concerns about environmental damage to the site, the possible effect on the water table and light pollution if security lighting was required.

8. CONSULTEES

- 8.1 Ecologist Objection: it has not been demonstrated that the proposal is in accordance with policy CP1 (impact on SPA) and CP2 (impact on reptiles), and the proposal appears contrary to Natural England's standing advice on reptiles.
- 8.2 Planning Policy Officer: No objection in principle as there is an identified need for a small number of travelling showpeople's pitches within the National Park.
- 8.3 Landscape Officer: Objection on grounds that the proposal will have any overall negative impact upon the landscape character of the immediate and wider area.
- 8.4 Highway Authority (HCC) No objections subject to condition.

9. REPRESENTATIONS

- 9.1 12 representations received objecting to the proposal on the following grounds:
- no evidence of other sites having been considered and no demonstrated need for this site
 - not near an existing settlement or local facilities - unsustainable
 - not an appropriate use in the National Park (gateway site)
 - detrimental visual impact and potential eyesore
 - industrial/commercial use rather than residential
 - area is rural / agricultural in character
 - contrary to policies of Core Strategy which does not permit new residential caravans or mobile homes
 - poor and dangerous access and significant increase in traffic
 - light pollution, noise and disturbance, waste disposal

- detrimental impact on wildlife
- lack of safe access or children's facilities
- poor drainage in area and development would increase risk of flooding

9.2 Three letters in support:

- strong showmen's fraternity in Hampshire
- need for sites
- children already attend Wellow School
- existing site is dangerous and overcrowded

10. RELEVANT HISTORY

10.1 No relevant planning history

11. ASSESSMENT

11.1 The site comprises a parcel of agricultural field of around 1.8 hectares, situated adjacent to Romsey Road and within the Parish of Netley Marsh. To the west of the site is a nursery, and to the south of the site is Green Pastures Farm and caravan site. To the east lies further agricultural land. To the north is a single property, Golden Meadows, beyond which is the M27 motorway.

11.2 Permission is sought to use the site as 4 no. travelling showpeople's plots, with 4 no. associated stone hardstandings of around 30m x 40m each (120m²). The rest of the field would remain grass with a 7m wide landscaping belt of native species planted along the front of the site. A new access would be formed at the north-eastern end of the site, with a tarmac apron onto Romsey Road.

11.3 The proposed use of the site would be mixed, including residential, business and storage purposes. It is intended that the site would be in use all year, with some maintenance of equipment being undertaken in the four yard areas, but the majority of equipment maintenance would be undertaken off site. Any work carried out on the site would be undertaken during normal working hours (which could be secured by planning condition).

11.4 Planning Policy for Traveller Sites (PPTS) (2012)

National planning guidance is set out in the PPTS which was published alongside the National Planning Policy Framework (NPPF) in March 2012. The PPTS requires local planning authorities to identify a supply of deliverable sites to meet specific local needs but also to ensure that the scale of such sites does not dominate the nearest settled community. As noted above, there is an identified need for a small number of travelling showpeople's pitches within the National Park and in this

instance, the application site is some distance from the nearest settled community with relatively few immediate neighbours. The PPTS also refers to *“strictly limiting new traveller sites in open countryside that is away from existing settlements or outside areas allocated in the development plan”* and the proposed site is in relatively close proximity to facilities located in Totton and nearby villages.

11.5 Hampshire Travellers Accommodation Assessment (2013)

In response to the requirements of the PPTS the Authority worked with a consortium of 10 other local planning authorities in Hampshire to prepare an updated needs assessment for gypsies, travellers and travelling showpeople. That report was finalised in April 2013 and concludes that the level of need within the National Park is four plots although it is acknowledged that this is an estimate and the consultants recommended further work to be undertaken. There are no specific allocated or identified sites within the National Park at the present time and so this proposal would help to meet an identified requirement for this type of accommodation within the National Park.

11.6 New Forest National Park Core Strategy (2010)

Policy CP13 of the Authority's adopted Core Strategy (2010) sets out the criteria against which an application for travelling showpeople's site will be assessed. The applicant travels as part of the Cole family business, which is already well established on an existing site at Netley Marsh, but with no capacity for expansion. It is accepted that the applicant and the Cole family are bona fide travelling showpeople, with a strong connection to the New Forest and Hampshire. It is also evident that the existing site at Netley Marsh is cramped and overcrowded. Policy CP13 of the Core Strategy requires proposals for permanent travelling showpeople's sites to demonstrate that:

- the landscape impact is acceptable;
- the site is well located on the local highway network,
- residential amenity of surrounding occupiers is not detrimentally affected, and
- there are local facilities in the vicinity.

11.7 In regard to the first criterion, the proposal would have a significant landscape impact when viewed from Romsey Road. At present, this frontage is characterised by a traditional and fairly low-cut hedge and comprises a grassed field similar to those to the south-east of the site. Instead, the site would be characterised by a thickened 7m deep tree and landscape belt, a new vehicular access, behind which would be the four domestic / yard plots with associated caravans and equipment. The proposed planting along the frontage and within the site would to some degree mitigate views of the structures beyond. However, the change in character

of the site would be detrimental to the appearance of the site.

- 11.8 The applicants require a site with good access to the highway and in this respect the site lies in close proximity to the M27 and benefits from a simple connection via the eastern end of Romsey Road. It is therefore considered that the site is well located on the local highway network. The applicant has provided swept path analysis to demonstrate that vehicles can gain access to/ egress from the highway in a forward gear and that gates would be set back a minimum of 25m from the highway. For these reasons, the Highway Authority has not raised any objections (subject to conditions).
- 11.9 The closest residential properties are Golden Meadows (located the other side of Romsey Road, to the north of the site) and Five Oaks (located across the nursery access around 100m away from the closest proposed plot). Given the degree of separation and intervening road, there is not considered to be any likely significant impact upon residential amenity of neighbouring properties. The hours of use of the site for work on equipment could be secured by planning condition to the 'normal' working hours which are proposed by the applicants.
- 11.10 Finally, in terms of the criteria applied by Policy CP13, the site is within the relatively close vicinity of local facilities in Totton and the nearby villages, as is the existing Netley Marsh site. The applicants' children attend Wellow School and would be able to continue to do so. The proposed site is slightly closer to Wellow School than the existing site. As the proposed site is in similar proximity to services as the existing Netley Marsh site, this matter is considered to be adequately addressed.

11.11 Ecological matters

Policies CP1 and CP2 require that proposals do not cause harm to protected species or habitats. The Authority's ecologist has raised objection on the grounds that ecological mitigation would be required to offset additional residential impacts upon the SPA, and that further survey of reptiles is required. On the first matter, the applicants are willing to make a financial contribution towards SPA mitigation. On the second matter, Natural England's Standing Advice requires reptile surveys to be undertaken at suitable times of year i.e. whilst reptiles are active. The ecological survey submitted with the application was conducted in November 2014, when any reptiles would have already hibernated. The Authority's ecologist has therefore objected on grounds of lack of information on which to base an ecological mitigation plan for the site. In essence it is not known what reptiles may use the site and whether the development could impact upon them. The ecological survey which accompanies the application recommends further survey works to be undertaken and it is considered essential that this work has taken place

before impacts upon protected species can be fully considered.

11.12 Site selection

The Applicants have been looking at potential sites within the local area for the past 15 years. In the recent past they had an appeal on land in Plaitford which was dismissed in 2009. Following this, the Agent advises that the applicants have been on numerous estate agents' lists, have looked at a number of sites, the major issues being access (owing to the rural nature of the New Forest) and overlooking. In addition to this, there have been discussions with regard to council-owned land and other sites in the New Forest, but none have been conclusive in finding a suitable site. The Netley Marsh site cannot be extended as it is too constrained and has substandard access. No other alternative suitable land has been identified by the applicants.

11.13 Nonetheless, the details provided of other potential sites which have been looked into by the applicants are considered lacking. For this reason, it is felt that the application does not adequately demonstrate that the search for a more suitable, alternative site has been exhausted, and that therefore it is not possible to find a site without causing significant landscape impact. In the absence of a detailed sequential approach having been taken, it can only be concluded that there may be a feasible site which meets all of the planning criteria of policy CP13, whereas this site does not. It is considered that such a proposal which would cause significant landscape impact could only be supported if it could be demonstrated that there were no viable or better alternatives within the search area.

11.14 The proposal would adversely affect landscape interests, and this consideration must be weighed against the suitability of the site in addressing a policy need, in providing suitable access, in being close to the existing site, and in upholding neighbouring amenity. It has not been demonstrated that there is no better alternative to this site, i.e. a site which meets the latter objectives whilst upholding landscape appearance. In absence of this information, and given that the proposal does not meet with all of the criteria of Policy CP13, the proposal cannot be supported.

RECOMMENDATION

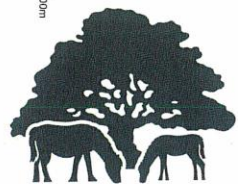
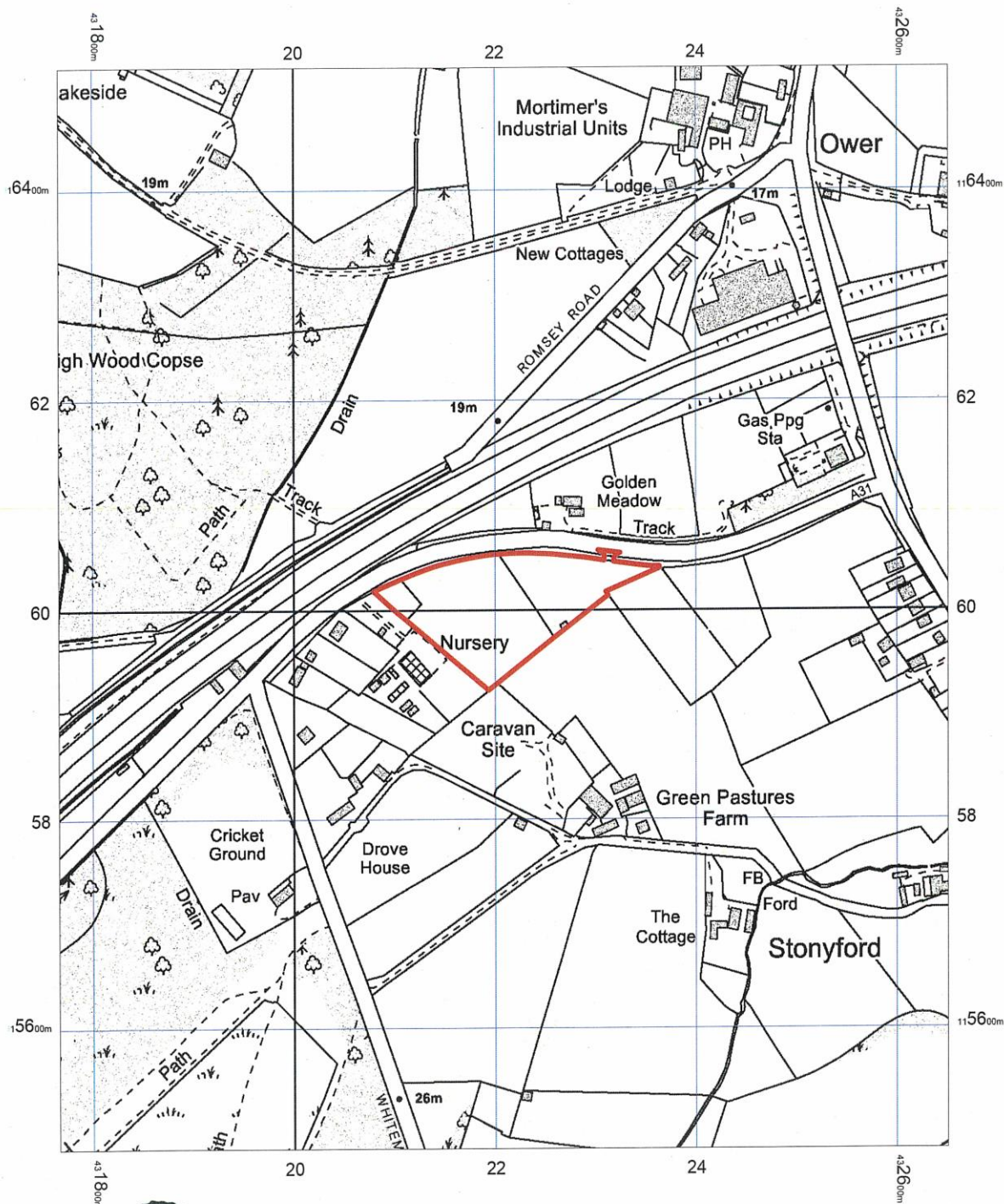
Refuse

Reason(s)

- 1 It has not been demonstrated that there are no alternative sites within the National Park which could be used that would be acceptable in terms of landscape impact. This proposal would have an unacceptable impact upon the character of the landscape, and in absence of a sequential test to show that this is

the only feasible option, there is no justification to override the harm caused to the landscape of the New Forest. As such the proposal is contrary to policies CP13 and CP8 of the New Forest National Park Core Strategy and Development Management Policies (DPD) (December 2010).

- 2 Insufficient ecological information has been provided to demonstrate that the proposal would not have a harmful impact upon reptiles at the site and that their habitat would be adequately protected in accordance with Policy CP2 of the New Forest National Park Core Strategy and Development Management Policies (DPD) (December 2010) as well as Natural England's Standing Advice.
-



NEW FOREST
NATIONAL PARK

New Forest National Park Authority
Lymington Town Hall, Avenue Road,
Lymington, SO41 9ZG

Tel: 01590 646600 Fax: 01590 646666

Date: 29/01/2015

Ref: 14/00843/FULL

Scale: 1:5000

© Crown copyright and database rights 2015 Ordnance Survey 1000114703

