



London Borough of Enfield

Title of Report:	Travellers' Local Plan
Report to:	Cabinet.
Date of Meeting:	13 September 2023
Cabinet Member:	Cllr N. Caliskan
Directors:	Sarah Cary, Executive Director Housing, Regeneration and Development Brett Leahy, Director Planning and Growth
Report Author:	May Hope may.hope@enfield.gov.uk
Ward(s) affected:	All
Key Decision Number	KD 5631
Implementation date, if not called in:	
Classification:	Part I Public

Purpose of Report

1. This report recommends Cabinet to approve the Traveller Local Plan (TLP) Issues and Options document for consultation (along with the associated evidence), in accordance with Regulation 18 of the Town & Country Planning (Local Planning) (England) Regulations 2012 as amended.

Recommendations

- I. Approve the TLP Issues and Options document and associated evidence base for public consultation.
- II. Delegate authority to the Director of Planning and Growth to agree the timing of the public consultation and to make any necessary and appropriate minor editorial amendments to the TLP in consultation with the Executive Director of HRD and Cabinet Member for Planning prior to it going out to statutory public consultation; and
- III. To note that, following this initial regulation 18 statutory public consultation, it is intended that the TLP be brought back to both Cabinet and Full Council for approval, to publish the Draft Plan (an additional Regulation 18 consultation), for consideration.

Background and Options

2. Travellers comprise a range of groups with different histories, cultures and beliefs including Romany Gypsies, Irish Travellers, central and eastern European Roma, and Travelling Showpeople. For the purposes of the TLP, the term 'Travellers' refers to all of the above groups.
3. National planning policy for these groups is primarily set out in 'Planning Policy for Traveller Sites' (PPTS), published in 2015. It requires local authorities to make their own assessment of need, set targets relating to pitches and plots required and to maintain a 5 year supply of sites against these targets.
4. The current Local Development Scheme (LDS) (March 2023) commits the Council to producing the Enfield Local Plan (ELP) and a separate TLP to meet the accommodation needs of Travellers. The ELP is expected to be submitted for examination in early 2024, and as part of that examination process, it will be important that the Council is able to demonstrate that it is actively progressing the TLP work to address Travellers' needs.
5. The Council has now completed and published its evidence of need for pitches and plots in a Gypsy and Traveller Accommodation Needs Assessment (GTANA), which was undertaken in October 2020, and can be viewed here:
https://www.enfield.gov.uk/_data/assets/pdf_file/0023/5684/enfield-gypsy-and-travellers-assessment-final-report-2020-planning.pdf . This demonstrates that the Borough has an unmet need for Gypsies and Travellers (21 – 23 pitches) but not Travelling Showpeople plots.
6. The first formal stage of the TLP process will be the publication of an Issues and Options document (under Regulation 18 of The Town and Country Planning (Local Planning) (England) Regulations 2012 as amended). This stage explores the issues surrounding provision for future needs, and the options and approaches that could be taken to addressing Travellers' needs. The Issues and Options document can be viewed in Appendix 1 of this report.

7. The Issues and Options document sets out aims and objectives, followed by the issues and options for addressing permanent (both immediate and longer term) need and transit need. Options are considered in terms of the plan period, which identified need to meet (21 or 23 pitches) and options for delivering that need, the location, type, size and management of sites, the design of new sites, transit / stopover and negotiated stopping options, and also potential on-going monitoring indicators. An option for a criteria-based policy for Travelling Showpeople plots is also presented.
8. The Council has prepared an updated Traveller Site Assessment Methodology setting out how any potential sites for Traveller development might be assessed. The suggested methodology has been adapted from the methodology set out in the Housing and Employment Land Availability Assessment (HELAA) – a report prepared by officers to assess potential housing and economic sites for inclusion in the ELP. The HELAA can be viewed here: https://www.enfield.gov.uk/_data/assets/pdf_file/0016/12562/Housing-and-economic-land-availability-assessment-2021-Planning.pdf . A draft Traveller Site Assessment Methodology was consulted on in the summer of 2021, and this has since been updated, and will be published alongside the TLP.
9. A 'Call for Sites' exercise will form part of the TLP public consultation, to seek sites potentially appropriate for allocation as part of the TLP process.
10. Once the Traveller Site Assessment Methodology has been finalised, the Council will use it to prepare a Traveller Land Availability Assessment (TLAA). The TLAA will utilise any sites submitted to the 'Call for Sites' exercise, as well suitable and available sites in the (HELAA) and will assess these sites against the finalised Traveller Site Assessment Methodology.
11. Public consultation on the Issues and Options document is anticipated to start in early October 2023 and last for 6 weeks, concluding in late November 2023. Direct engagement with the Traveller communities is important. A series of public engagement events are proposed to ensure that consultation is accessible to all. A dedicated TLP website will be available in due course which will provide information in relation to the public consultation and any associated consultation events.
12. Evidence supporting the Issues and Options document will be made available as part of the public consultation process. In addition to the Traveller Site Assessment Methodology (June 2023), and the GTANA (October 2020) the Council will publish:
 - An Integrated Impact Assessment (IIA) of the Issues and Options. Local Plans must be informed by an assessment of this nature throughout their preparation and consultants Land Use Consultants (LUC) have been appointed to carry out IIA for the TLP. See Appendix 2 for the IIA Scoping Report and initial options appraisal.
 - An Equalities Impact Assessment (EqIA) which demonstrates that the TLP will not have a differential impact on disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, religion or beliefs, sexual orientation or social-economic

deprivation. No negative impacts from an equality perspective were identified for any of the protected groups. See Appendix 3.

13. The current Local Development Scheme (LDS) indicates that the Traveller Local Plan Issues and Options document (regulation 18) would be published for consultation in Autumn 2023, with the Draft Plan consultation (a further regulation 18 consultation) in Spring 2024 and publication of a proposed submission plan (regulation 19) in Autumn / Winter 2024. The TLP is then expected to be submitted for examination in 2025, for adoption in 2026. It is now proposed to publish the Issues and Options document for consultation to commence in early October 2023 and finish towards the end of November 2023 to avoid an overlap with the forthcoming consultation on the proposed submission of the ELP.
14. Consideration was given to meeting the identified need through the ELP. However, following consultation at the regulation 18 stage of the ELP, the preferred approach was to progress a separate TLP which would address the specific needs of the Traveller communities. This approach was approved in the recently adopted Local Development Scheme (LDS) (March 2023), which can be viewed here: https://www.enfield.gov.uk/_data/assets/pdf_file/0015/38031/Local-development-scheme-2023-Planning.pdf
15. Further to the above decision, consideration was given to the following options:

Table 1: Options considered

Options	Comments
<p>Not publish the Issues and Options document or the associated evidence base for public consultation.</p> <p>This is not a recommended option.</p>	<p>Officers do not consider this would be the right approach to this important issue. This is likely to undermine the ELP and any future plan-making work.</p>
<p>Delay publication of the Issues and Options document until mid-2024 (further to the submission of the ELP).</p> <p>This is not a</p>	<p>Officers do not consider this would be the right approach to this important issue. This is also likely to undermine the ELP in that the ELP Inspector, in due course, may well be concerned by the lack of progress with addressing Traveller needs. This option would leave the Council with no control over where sites come forward for a longer period of time. The Council would be vulnerable to</p>

Options	Comments
recommended option.	Traveller sites being imposed through the planning appeal process.
<p>Publish the Issues and Options document in Autumn 2023 alongside the associated evidence base.</p> <p>This is the recommended option.</p>	<p>The GTANA demonstrates that the Borough has an unmet need for permanent pitches and transit sites. National planning policy requires the Council to identify and update annually a five-year supply of specifically deliverable sites to meet the objectively assessed need for additional pitches in the Borough. Progressing the preparation of the TLP is essential to ensure that the Council retains control over where these sites will be located.</p>

Preferred Option and Reasons For Preferred Option

16. Publishing the Issues and Options document will enable the Council to retain control over where sites will be allocated and meet the identified need. Publishing this autumn will allow the consultation process to finish prior to the publication of the submission draft of the ELP in winter 2023.

Relevance to Council Plans and Strategies

17. The TLP will contribute to the delivery of the following Enfield Council Plan (2023 – 2026) priorities:

- **‘Clean and green places’**

Allocate sites which could improve blue-green connections for both the Traveller and the settled communities. Encourage the sustainable use of materials and responsible construction management.

- **‘More and better homes’**

Provide policy and site allocations to deliver new culturally suitable homes for the Traveller communities, which are designed to a high standard. Ensure new homes are well-integrated into a sustainable mixed-use community.

- **‘Strong, healthy and safe communities’**

Provide policy and site allocations to ensure community safety and plan for appropriate access to education and health facilities and sport, leisure, recreational and cultural facilities.

- **‘Thriving children and young people’**

Provide policy and site allocations to ensure access to education, leisure and play provision,

Financial Implications

18. This report seeks Cabinet to approve the Traveller Local Plan (TLP) Issues and Options document for consultation (along with the associated evidence), in accordance with Regulation 18 of the Town & Country Planning (Local Planning) (England) Regulations 2012 as amended.
19. There are no direct financial implications arising from this report. The TLP will be published electronically on the Council's website and hard copies will be placed in accessible locations. The main resources will be officer's time including participation at consultation events, which is met from the existing Planning Policy Budgets.

Legal Implications

20. The Council has already indicated its intention to prepare a Traveller Local Plan as set out in the LDS.
21. Pursuant to Section 19(2) of the Planning and Compulsory Purchase Act 2004, when preparing a Local Plan, the Council must have regard to:
 - National policies and advice contained in guidance issued by the Secretary of State;
 - The spatial development strategy if the authority is a London borough;
 - Any other local development document which has been adopted by the authority;
 - The resources likely to be available for implementing the proposals in the document; and
 - Other matters as the Secretary of State prescribes.
22. Furthermore, the Council must comply with their Statement of Community Involvement which sets out how the local planning authority will consult and engage with individuals, communities and other stakeholders as set out in section 19(3) of the Planning and Compulsory Purchase Act 2004.
23. There is a statutory process for preparing a Local Plan and the requirement is set out in Regulations 18 to 26 of the Town and Country Planning (Local Planning) (England) Regulations 2012, as amended. The TLP once adopted will form part of the statutory development plan. It is considered that the above-mentioned legislation has been complied with and there are no direct legal implications as a result of this report.
24. The Environmental Assessment of Plans and Programmes Regulations 2004 and the Conservation of Habitats and Species Regulations 2017 also require the Council to consider whether or not a Strategic Environmental Assessment (SEA) and Habitats Regulation Assessment (HRA) of the Local Plan should be undertaken. Formal consultation with the Environment Agency, Historic England and Natural England will be undertaken in due course to conclude whether a SEA or HRA will be required. The IIA incorporates the Suitability Appraisal (SA) and Strategic Environmental Assessment (SEA) for the TLP.

Equalities Implications

25. The Equality Act 2010 places a statutory duty on the Council to ensure that when considering any new or reviewed strategy, policy, plan, project, service or procedure the impacts on particular groups have been considered. A full Equalities Impact Assessment (EqIA) has been completed and is available in Appendix 2. It identifies a general positive impact in terms of facilitating the delivery of suitable homes for Travellers, with access to education, community facilities and services, which will help address issues of homelessness, unemployment, poor health, exposure to pollution and safety, which disproportionately affect some groups more than others. No negative impacts from an equality perspective were identified for any of the protected groups.

Public Health Implications

26. The TLP will provide opportunities for a healthy living environment which will promote and enable healthy behaviours amongst the Traveller communities.
27. Secure housing is a basic human need and is essential to maintaining and improving health. Providing culturally appropriate housing for Travellers will further improve health and tackle the inequalities experience by Traveller communities in both primary and secondary health care. In addition, the TLP proposes to include site design principles to ensure high quality design, future proofing and negating cost of living issues and supporting long term housing needs.
28. The TLP has been subject to a full IIA which can be found in Appendix 2 of this report.

Property Implications

29. There are no corporate property implications arising from this report on a Travellers Local Plan at Reg-18 stage. Once adopted, the TLP will have planning policies that could apply to a variety of properties, including those owned by the council.

Safeguarding Implications

30. The TLP has been subject to a full Integrated Impact Assessment (IIA) which can be found in Appendix 2 of this report.

Crime and Disorder Implications

31. The TLP has been subject to a full Integrated Impact Assessment (IIA) which can be found in Appendix 2 of this report.

Other Implications

32. The TLP will enable the Council to ensure that housing delivery for Travellers is optimised and that securing the benefits for the wider community is maximised.
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Appendices

- Appendix 1 – Traveller Local Plan – Issues and Options document (June 2023)
- Appendix 2 – Integrated Impact Assessment (June 2023)
- Appendix 3 – Equalities Impact Assessment (June 2023)

Background Papers

- Gypsy and Traveller Accommodation Needs Assessment (2020) - https://www.enfield.gov.uk/_data/assets/pdf_file/0023/5684/enfield-gypsy-and-travellers-assessment-final-report-2020-planning.pdf

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