

To: David Andrews (Chairman) Valerie Metcalfe
Chris Kennedy (Vice Chairman) Gordon Nicholson
Peray Ahmet Paul Osborn
Christine Hamilton Mary Sartin
Denise Jones Syd Stavrou
Heather Johnson

A meeting of the **REGENERATION AND PLANNING COMMITTEE** (Quorum – 3)
will be held at Myddelton House on:

THURSDAY, 22 FEBRUARY 2018 AT 12.00PM

at which the following business will be transacted:

AGENDA

Part I

- 1 To receive apologies for absence.
- 2 **DECLARATION OF INTERESTS**

Members are asked to consider whether or not they have disclosable pecuniary, other pecuniary or non-pecuniary interests in any item on this Agenda. Other pecuniary and non-pecuniary interests are a matter of judgement for each Member. (Declarations may also be made during the meeting if necessary.)

- 3 **MINUTES OF LAST MEETING**

To approve the Minutes of the Meeting held on 18 January 2018 (copy herewith).

- 4 **PUBLIC SPEAKING**

To receive any representations from members of the public or representative of an organisation on an issue which is on the agenda of the meeting. Subject to the Chairman's discretion a total of 20 minutes will be allowed for public speaking and the presentation of petitions at each meeting.

- 5 CONSULTATION BY THE MAYOR OF LONDON Paper RP/15/18
ON THE DRAFT LONDON PLAN

Presented by the Head of Planning & Strategic Partnerships

- 6 BOROUGH OF BROXBOURNE REGULATION 19 Paper RP/16/18
LOCAL PLAN WHARF ROAD

Presented by the Head of Planning & Strategic Partnerships

- 7 Such other business as in the opinion of the Chairman of the meeting is of sufficient urgency by reason of special circumstances to warrant consideration.
- 8 Consider passing a resolution based on the principles of Section 100A(4) of the Local Government Act 1972, excluding the public and press from the meeting for the items of business listed on Part II of the Agenda, on the grounds that they involve the likely disclosure of exempt information as defined in those sections of Part I of Schedule 12A of the Act specified beneath each item.

AGENDA
Part II
(Exempt Items)

- 9 Such other business as in the opinion of the Chairman of the meeting is of sufficient urgency by reason of special circumstances to warrant consideration.

14 February 2018

Shaun Dawson
Chief Executive

LEE VALLEY REGIONAL PARK AUTHORITY

**REGENERATION & PLANNING COMMITTEE MINUTES
18 JANUARY 2018**

Members Present: David Andrews (Chairman) Derek Levy (Deputy for Christine Hamilton)
John Bevan (Deputy for Peray Ahmet) Paul Osborn
Denise Jones Mary Sartin
Valerie Metcalfe Paul Seeby (Deputy for Gordon Nicholson)

Apologies Received From: Peray Ahmet, Christine Hamilton, Chris Kennedy, Gordon Nicholson,
Syd Stavrou

Officers Present: Shaun Dawson - Chief Executive
Stephen Wilkinson - Head of Planning & Strategic Partnerships
Beryl Foster - Assistant Director of Legal & Property
Lindsey Johnson - Committee Services Officer

Part I

22 DECLARATIONS OF INTEREST

Name	Agenda Item No.	Nature of Interest	<i>Prejudicial</i> ✓
Mary Sartin	7	Member for Epping Forest District Council	Non- Pejudicial

23 MINUTES OF LAST MEETING

THAT the Minutes of the Regeneration & Planning Committee meeting held on 14 December 2017 be approved and signed.

24 PUBLIC SPEAKING

No requests from the public to speak or present petitions had been received for this meeting.

25 NEWHAM LOCAL PLAN PROPOSED SUBMISSION REGULATION 19 CONSULTATION DOCUMENT Paper RP/12/18

The report was introduced by the Head of Planning & Strategic Partnerships.

Members commented that the Park is an asset for local authorities and as such the Park should be referred to in Local Plans explicitly rather than implicitly and that contributions such as SIL and Section 106 payments should be directly referred to.

- (1) **the comments set out in Appendix A to Paper RP/12/18 as the Authority's formal response to the consultation by London Borough of Newham on the Proposed Submission Draft Local Plan was approved.**

REGENERATION & PLANNING COMMITTEE MINUTES 18 JANUARY 2018

- 26 REVIEW OF THE LEGACY CORPORATION LOCAL PLAN Paper RP/13/18
CONSULTATION BY THE LONDON LEGACY DEVELOPMENT
CORPORATION

The report was introduced by the Head of Planning & Strategic Partnerships.

Members agreed that more should be done to get the London Legacy Development Corporation to acknowledge the Lee Valley Hockey & Tennis Centre and the Lee Valley Velodrome as international venues and suggested that the letter refer to upcoming international events that are due to be held at these venues. Members also believed that it would be beneficial to invite planning officers from the London Legacy Development Corporation to these international events.

A Member also suggested that the poor signage in the Queen Elizabeth Olympic Park be mentioned in the letter.

- (1) **the comments set out in Appendix A to Paper RP/13/18 as the Authority's formal response to the London Legacy Development Corporation Local Plan was approved with the following additions;**
 - (a) **the letter refer to international events that are being held at the Lee Valley Hockey & Tennis Centre and the Lee Valley Velodrome to help highlight that they are international sporting venues; and**
 - (b) **the letter refer to the poor wayfinding in Queen Elizabeth Olympic Park.**

- 27 EPPING FOREST DISTRICT COUNCIL DRAFT LOCAL Paper RP/14/18
PLAN REGULATION 19 CONSULTATION DOCUMENT

The report was introduced by the Head of Planning & Strategic Partnerships.

Members agreed that we need to be more forceful in our responses to local authority Local Plans if we expect to be taken seriously.

- (1) **the comments as set out in Appendix A to Paper RP/14/18 as the Authority's formal response to Epping Forest District Council's Draft Local Plan; and**
- (2) **that the Committee allow delegation to the Head of Planning & Strategic Partnerships for finalising the draft letter was approved.**

Chairman

Date

The meeting started at 12pm and ended at 12.30pm.



LEE VALLEY REGIONAL PARK AUTHORITY

**REGENERATION AND PLANNING
COMMITTEE**

22 FEBRUARY 2018 AT 12:00

Agenda Item No:

5

Report No:

RP/15/18

CONSULTATION BY THE MAYOR OF LONDON ON THE DRAFT LONDON PLAN

Presented by the Head of Planning and Strategic Partnerships

SUMMARY

The London Mayor is consulting on the latest draft of the London plan which is the spatial development framework required to direct and manage growth for the next 20 years. The draft plan is predicated around 'Good Growth' - defined as growth that is socially and economically inclusive and environmentally sustainable. Delivery will be a significant challenge given that the plan anticipates that London will have a population of 10.8m and 6.9m jobs by 2041 requiring delivery targets of 66,000 new homes and 49,000 new jobs per annum. Set against these ambitious targets, strong protections are maintained for employment land, Green Belt and Metropolitan Open Land. The Lee Valley is identified as a regeneration corridor.

Despite the strategic importance of the Regional Park to the leisure needs of London with over 3m Londoners visiting each year it receives only limited reference. It is considered that the plan requires revision to include references to the importance of the Regional Park given the international and national status of its legacy venues and the quality of its open spaces. Furthermore, there needs to be explicit reference to the part the Authority can play in the regeneration of the Lee valley corridor. Appendix A includes the draft letter of response.

RECOMMENDATIONS

Members Approve: (1) the contents of the draft letter included in Appendix A to this report.

BACKGROUND

- 1 By the Greater London Authority (GLA) Act 1999 (as amended) the Mayor of London is required to produce a spatial development strategy (SDS) and keep it under review. The SDS is known as the London Plan. As the overall strategic plan for London it sets out an integrated economic, environmental, transport and social framework for the development of London over the next 20-25 years. The legislation requires that the Plan should deal with matters of strategic importance, taking account of the principle purposes of the GLA.

- 2 The current draft plan will be the third published since the inception of the Greater London Authority and will replace the adopted plan from 2011. It provides a spatial framework for the delivery of other adopted strategies, some of which have previously been reported to this Committee including those for Transport and Environment. The plan is designed to deliver on the Mayor's manifesto commitments.
- 3 The adopted plan was drafted as preparations for London 2012 were underway and reflects the priorities of that time including a strong focus on the delivery of the regeneration of east London building on the Olympic legacy. Whilst identifying the Regional Park as requiring protection as part of London's green infrastructure and maintaining protections for the Green Belt and Metropolitan Open Land (MOL) the Regional Park was identified as one of ten 'strategic cultural areas' across the capital, a recognition of the concentration of sporting venues and the potential for events throughout its length.

OVERVIEW OF THE PLAN

- 4 The draft plan is predicated around 'Good Growth' - defined as growth that is socially and economically inclusive and environmentally sustainable. Delivery will be a significant challenge given that the plan anticipates that London will have a population of 10.8m by 2041 requiring delivery targets of 66,000 new homes and 49,000 new jobs per annum. Set against these ambitious targets, strong protections are maintained for employment land, greenbelt and metropolitan open land.
- 5 Six strategic objectives articulate the Mayor's vision:
Building strong and inclusive communities
This requires planning policies to generate opportunities for all Londoners to ensure that they can benefit from economic growth. There is a particular focus on developing networks of town centres with the retail and service offer required to serve their local communities with spaces and places designed for inclusivity. Access for all to the capital's key places lies at the heart of this
- 6 **Making the best use of land**
There will be a focus on new development occurring in 'opportunity areas', on brownfield land, surplus public sector land and sites near transport hubs and stations. This is considered to be the most efficient way of using London's 'limited land' to accommodate growth whilst using 'place making principles' to strengthen London's distinct and varied character to make the city 'liveable'.
- 7 **Creating a healthy city**
Policies will promote more active lifestyles through the 'Healthy Streets' approach and aim to address health inequalities which currently exist with life expectancy across the capital varying for men and women of between 15 and 19 years respectively. The plan seeks to ensure that by 2041 80% of all journeys around London will be by sustainable means.
- 8 **Delivering the homes Londoners need**
The Mayor recognises that housing challenges are ones of supply and affordability and seeks to address these through an additional 66,000 new homes each year with 50% 'genuinely affordable'. This figure represents a compromise on what is needed for viability reasons as the GLA's research concludes that 65% should be the affordable housing target. There will be a

balanced approach to supply with provision made through large brownfield sites but also through the allocation of land at small sites in suburban London where the pattern of development is considered to have 'significant potential for appropriate development over time'. There is an emphasis on 'incentivising' build out rates' although the means of achieving these are unclear. Site capacity will be informed through reference to Public Transport Accessibility Level (PTAL) levels, local service provision, a density matrix with an emphasis on design quality.

9 Growing a good economy

The plan identifies the scale of economic growth to accommodate total of 6.9m jobs by 2041. This should be balanced across the broad sectors of the international economy and emerging sectors such as the digital economy. Opportunities will be focused on the central activities zone (essentially Westminster and the City) and the northern Isle of Dogs. Strategic Industrial locations are identified at Brimsdown, Innova Park and Lea Bridge. The draft plan identifies that the need for a robust and diverse economy is needed given the likely impact of Brexit. Economic benefits should be shared across all parts of society. Existing strategic employment sites and other sites across the capital will be protected.

10 Increasing efficiency and resilience

The plan aims to secure the delivery of a low carbon economy with London becoming a zero carbon city by 2050. From 2016 all new housing has been required to be zero carbon. Other policies seek to ensure that London becomes a safe and secure environment.

11 The section on 'funding' identifies that the policies and proposals have been through viability assessments to test their deliverability. At a potential cost of over £1.3tn there is a considerable public sector funding gap of around £3.1bn per annum. To address these the Mayor's office is exploring other potential sources of funding such as land value capture and harnessing the role of institutional investors to fund infrastructure up front. In addition the Mayor is continuing to secure the delivery of the recommendations of the London Finance Commission to secure devolution of fiscal powers from government.

12 In respect of green infrastructure references are made to the report by Vivid Economics on the Natural Capital Account for green infrastructure which develops the work of the Government's National Capital Accounting framework, reported to Authority in January (A/4251/18). This approach allows the re-framing of the economic value for green infrastructure against factors such as the 'avoidable' costs of public health interventions, addressing the heat island effect and climate change. Whilst the plan recognises that the public sector will still be the largest funder this could be drawn broadly from other sources such as health services.

IDENTIFICATIONS FOR THE LEE VALLEY REGIONAL PARK

13 Given the draft plan's commitment to good growth it is surprising that there is only one explicit reference to the Regional Park. This is a major omission given the Regional Parks significant value of £250m p.a. to addressing the health and well-being of Londoners identified in the recent report by Vivid Economics (2017) commissioned by the GLA.

14 The reference to the Regional Park is contained in the section on the

'opportunity area' along the Lee valley which identifies the potential scale of new development opportunities which may arise from taking advantage of 4 tracking and Cross Rail 2. Growth of around 21,000 new homes and 13,000 new jobs is anticipated with jobs in freight and logistics sectors forming part of the mix of employment opportunities. Appendix B to this report indicates the extent of anticipated housing growth in the riparian boroughs comparing the current targets with the new ones proposed. These figures identify the considerable strains on its natural environment which are likely to result from the increases in visitors to the Regional Park.

- 15 The draft plan states that a new planning framework will be issued at some point to guide this development and to protect and improve sustainable access to the Regional Park and encourage links through Hackney Wick and the lower Lee valley. Whilst this reference is to be welcomed the Regional Park can play a more significant role in regeneration of the wider valley through the release of land at select locations in line with its adopted land and property strategy. In turn capital released can be used for further investment in the Regional Park.
- 16 Other policies on Sport and Leisure (Policy S5) seek to ensure that there is a good supply of facilities which focus on local need and attempt to secure additional artificial grass pitches, sports halls and swimming pools where existing levels of unmet demand are likely to rise significantly by 2041. There is passing references to 'specialist sporting venues and stadiums' but reference to the Authority's legacy venues is not included. There are references to the need for Councils to ensure replacement of cultural venues, designated as assets of community value when faced with redevelopment.
- 17 Policies seek to protect and retain the Green Belt and MOL and to ensure that potential losses of public open space or habitats should be mitigated against. This has been a consistent feature of previous plans but in line with the National Planning Policy Framework (NPPF) (2012) the draft plan states that 'derelict and unsightly areas' do not in themselves provide a reason for development. The inclusion of this policy will only serve to undermine the role and function of the Green Belt and MOL
- 18 There are specific policies on 'urban greening' which seek the integration of measures designed to increase the areas of green space in new development. There are strong protections for Sites of importance for Nature Conservation (SINCs) and the boroughs are required to identify new SINCs and green corridors and seek opportunities to address areas of deficiency in access to nature.

APPRAISAL

- 19 Whilst it is acknowledged that the London Plan is a strategic plan the statutory purpose and role of the Regional Park in the context of London's growth is completely lost in this draft. This undermines the Abercrombie vision and the statutory basis of the Authority to create a Regional Park dedicated to leisure, recreation, sport and nature conservation. The Park plays a significant role in providing for the leisure needs of the capital. Whilst around 7m visits are made each year to the whole park, the largest proportion are made by Londoners to its venues and parklands. It is a strategic component of the capital and should be recognised as such in this plan.
- 20 Our visitor tracking indicates that visits to venues and parklands within London

attracts just over 3m visits from Londoners and across the wider Park the total is 3.3m visits. This figure is set to grow as sites such as Walthamstow Wetlands aims to achieve its target of 300,000 visits pa, together with the Authority's plans for the redeveloped ice centre and plans for Picketts Lock which will be operational within the next 3 years.

- 21 Furthermore, the Regional Park is a major venue for sporting and cultural events attracting over 3m visits p.a. who attend over 300 events. Each venue and large areas of parklands are used for international, national and local events. During this year alone the legacy venues will host FIH Women's Hockey World Cup and the UCI Track Cycling World Cup with an emerging programme for the next three years which includes the Commonwealth Games cycling in 2022. The Park will continue to play a significant role in the provision of London's leisure needs during the plan period.
- 22 The Regional Park is unique in the quality and range of its offer; it is a place comprising award winning venues, the legacy of London 2012 as well as SSSIs. Whilst over 90% of the Regional is designated as Green Belt or MOL there has to be recognition within the draft plan that an exception to this standard policy is required or a reference included in supporting text to the Authority in pursuit of its statutory purpose to allow for the redevelopment and or expansion of its venues. Without this change the Authority's ability to deliver will be frustrated.
- 23 Whilst there are references to the Lee Valley Walk the draft plan should recognise the importance of the Regional Park as it provides a route for walking and cycling to support visits through north east London connecting to Hertfordshire and Essex. It is a key part of the Mayors proposals for delivering 80% of all journeys by sustainable means.

ENVIRONMENTAL IMPLICATIONS

- 24 The draft plan is accompanied by a draft Habitats Regulations Assessment which identified the potential impacts on the Lee Valley Special Protection Area. In mitigation the work of the Authority and others was considered to satisfactorily manage out the potential for an adverse effect. A minor amendment was included to supporting text on the Lee Valley Opportunity Area to address concerns.

FINANCIAL IMPLICATIONS

- 25 There are no financial implications arising directly from the recommendations in this report.

LEGAL IMPLICATIONS

- 26 The Park Act enables the Authority to make representations to the local planning authority which they shall take into account when considering revisions to policy.

RISK MANAGEMENT IMPLICATIONS

- 27 There are no risk management implications arising directly from the recommendations in this report.

EQUALITY IMPLICATIONS

- 28 There are no equality implications arising directly from the recommendations in this report.

Author: Stephen Wilkinson, 01992 709 828, swilkinson@leevalleypark.org.uk

BACKGROUND REPORTS

London Plan

1st December 2017

APPENDICES ATTACHED

Appendix A	Draft response letter
Appendix B	Comparison of housing numbers 2011 and 2017 London Plan
Appendix C	London Plan - key diagram

LIST OF ABBREVIATIONS

GLA	Greater London Authority
SDS	Spatial Development Strategy
MOL	Metropolitan Open Land
PTAL	Public Transport Accessibility Level
NPPF	National Planning Policy Framework



Darren Richards
Team Leader
London Plan team
Greater London Authority
City Hall
London
SE1 2AA

23rd February 2018

Dear Darren

Draft London Plan consultation

Thank you for consulting the Authority on your draft plan. This was considered at the meeting of the Regeneration and Planning committee this month when the following comments were agreed.

Whilst it is acknowledged that the London Plan is a strategic plan the statutory purpose and role of the Regional Park in the context of London's growth is completely lost in this draft. This undermines the Abercrombie vision and the statutory basis of the Authority to create a Regional Park dedicated to leisure, recreation, sport and nature conservation. The Park plays a significant role in providing for the leisure needs of the capital. Whilst around 7m visits are made each year to the whole park, the largest proportion are made by Londoners to its venues and parklands. It is a strategic component of the capital which will assume greater significance against the backcloth of continued growth and should be recognised as such in this plan.

Our visitor tracking indicates that visits to venues and parklands within London attracts just over 2m visits from Londoners and across the wider Park the total is 3.3m visits. This figure is set to grow as sites such as Walthamstow Wetlands aims to achieve its target of 300,000 visits pa, together with the Authority's plans for the redeveloped ice centre on Lea Bridge Road and plans for Picketts Lock which will be operational within the next 3 years. Each of these schemes will have considerably wider regeneration benefits within the Lee Valley Opportunity Area bringing jobs and leisure in an area of deprivation. The Regional Park is important to both the whole of London and local communities along the valley.

Furthermore, the Regional Park is a major venue for sporting and cultural events attracting around 270,000 spectators at over 300 events each year. Each venue and large areas of parklands are used for international, national and local events. Since opening in 2014 our two legacy venues within London, the LV Hockey and Tennis Centre and the VeloPark have hosted 18 international events and this year will host

the FIH Women's Hockey World Cup and the UCI Track Cycling World Cup with an emerging programme for the next three years which includes the Commonwealth Games cycling in 2022. The Regional Park will continue to play a significant role London's leisure needs during the plan period. This should be referenced explicitly in your plan

The Regional Park is unique in the quality and range of its offer; it is a place comprising award winning and internationally regarded venues, the legacy of London 2012 as well as SSSIs. Whilst over 90% of the Regional is designated as green belt or MOL there has to be recognition within the draft plan that an exception to this standard policy is required or a reference included in supporting text to the Authority in pursuit of its statutory purpose to allow for the redevelopment and or expansion of its venues. Without this change the Authority's ability to deliver will be frustrated.

For the Authority this is particularly important as we are reducing dependency on the levy paid by the London taxpayers, by ensuring that venues operate at nil cost and are sustainable and viable community assets in the long term. Sites such as Picketts Lock where we will shortly announce a partnership with private sector investors are identified in the Council's local plan as major developed sites to reflect the old designation recognised in government advice contained in PPG 2. This designation allowed the Authority the freedom in the past to secure major development such as cinema and the former leisure centre and the Lee Valley Athletics Centre building and track which was completed in 2007.

Extrapolating from the figures used in the GLAs recently commissioned report by Vivid Economics, Natural Capital Accounts for Public Green Space in London (2017), the Regional Park in London delivers £250m in benefits to Londoners in 'avoided health' costs and providing mitigation against climate change and the capital's 'heat island' effects.

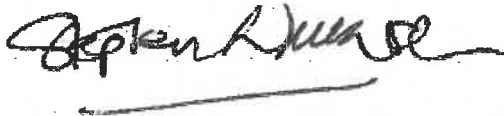
Whilst there are references to the Lee Valley Walk the draft plan should recognise the importance of the Regional Park as it provides a route for walking and cycling to support visits through north east London connecting to Hertfordshire and Essex. It is a key part of the Mayors proposals for delivering 80% of all journeys by sustainable means.

Finally, the draft plan identifies the Lee Valley Opportunity Area as a significant growth corridor where land will be at a premium. Whilst recognising the importance of the Regional Park for recreation and leisure we recognise that under used land in the Regional Park could support growth opportunities with appropriate mitigation to improve access and protect nature conservation, the Special Protection Area and Ramsar.

The Authority is shortly to consult on a revised set of strategic policies which are accompanied by a Habitats Regulations Assessment, the results of which should be considered as part of the evidence base for your draft plan. We would be happy to share this with your team.

I would be happy to meet with you and your team to go through any of the above points

Yours sincerely,

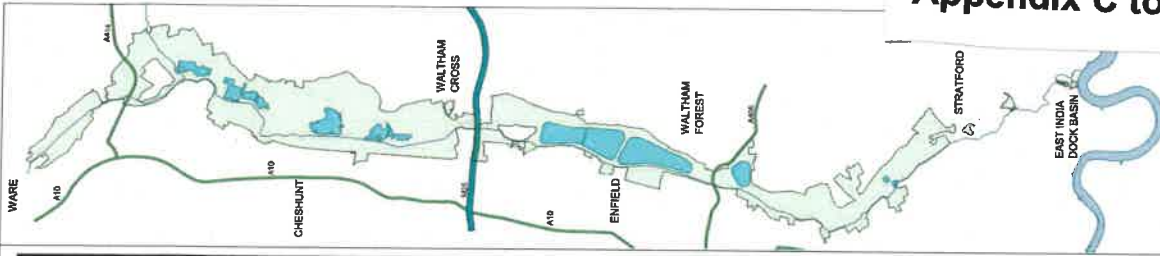
A handwritten signature in black ink, appearing to read 'Stephen Wilkinson', with a horizontal line underneath it.

Stephen Wilkinson
Head of Planning and Strategic Partnerships

Appendix B to Paper RP/15/18

Comparison of 10 Year Housing Target for London Plan March 2016 and Draft London Plan 2017 looking only at the Riparian Boroughs. Figures are extracted from Table 3.1 (March 2016) and Table 4.1 (December 2017). London total also given for comparison.

Borough/Planning Authority	Minimum Ten Year Target 2015-2025 London Plan March 2016	Ten Year Housing Target 2019/20 – 2028/29 Draft London Plan December 2017
Enfield	7,976	18,760
Hackney	15,988	13,300
Haringey	15,019	19,580
LLDC	14,711	21,610
Newham	19,945	38,500
Tower Hamlets	39,314	35,110
Waltham Forest	8,620	17,940
London Total	423,887	649,350



MAYOR OF LONDON N

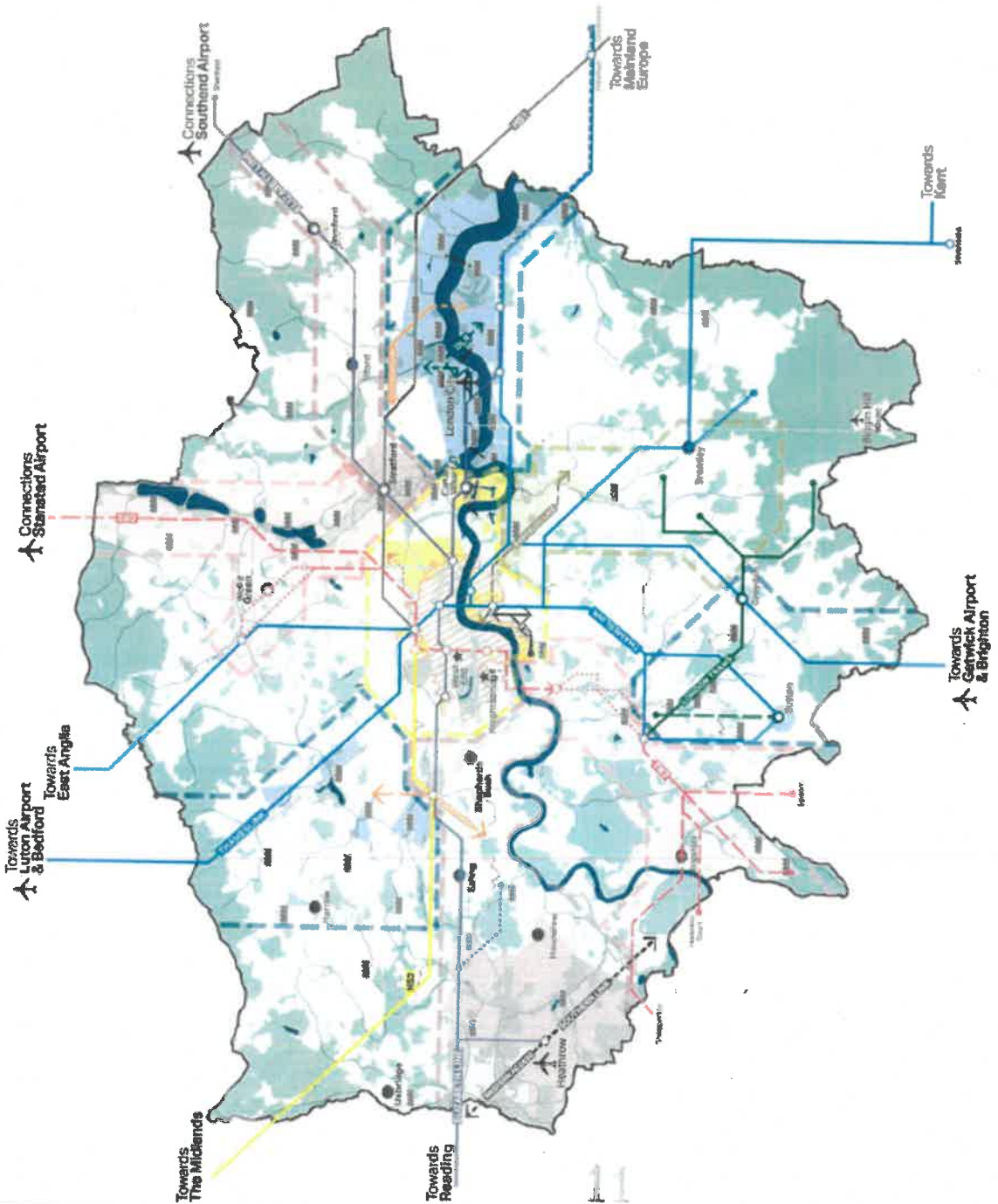
The London Plan Key Diagram

The Key Diagram brings together the main components of the Mayor's Spatial Strategy for London - see chapter 2 Draft London Plan Mayor of London December 2017

- OAs Central London
- OAs Elizabeth Line East and West
- OAs Crossrail 2 North and South
- OAs London Trams
- OAs Bakerloo Line Ext
- OAs Thameslink/HS2
- OAs Thames Gateway
- Central Activities Zone & Northern
- Isle of Dogs
- Green Belt and Metropolitan Open Land
- Elizabeth Line
- Crossrail 2
- Thameslink
- HS1
- HS2
- Northern line extension
- Bakerloo line extension
- London Trams
- London Overground extensions
- DLR extension
- Potential or proposed Thames crossings
- Stations
- Key interchange stations
- International town centres
- Metropolitan town centres
- Other town centres
- Strategic Industrial Location
- Strategic Outer London Development Centre

Source: GLA Planning December 2017

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LEE VALLEY REGIONAL PARK AUTHORITY

**REGENERATION AND PLANNING
COMMITTEE**

22 FEBRUARY 2018 AT 12:00

Agenda Item No:

6

Report No:

RP/16/18

BOROUGH OF BROXBOURNE REGULATION 19 LOCAL PLAN WHARF ROAD

Presented by the Head of Planning and Strategic Partnerships

SUMMARY

The report recommends that the Authority maintains its objection to the proposal for a Gypsy and Traveller site at Wharf Road, Wormley which is included in the Regulation 19 Local Plan. Given the operational and land management issues which this site has posed for the Authority it is considered that the Council's proposal for a 'self-managed' site would not address these matters. Further there is an issue of principle for the Authority in retaining this site in a non-Park related use.

RECOMMENDATIONS

Members Approve: (1) the Authority re-affirms its objection to the inclusion of part of the Wharf Road area as a site for Gypsies and Travellers in the Regulation 19 draft Local Plan.

BACKGROUND

- 1 Wharf Road lies south of Broxbourne on the northern edge of River Lee Country Park (RLCP) and adjacent to Silvermeade, an area of high ecological value designated as a Local Wildlife Site and one of the best locations for Water Vole within Hertfordshire. Draft proposals included in the Park Development Framework (PDF) seek the integration of this area into River Lee Country Park to strengthen its biodiversity using the Broxbourne ditch to link with Silvermeade.
- 2 The short history of the site is that during the post war years the site was developed as individual leisure plots providing weekend and summer accommodation for visitors from London. Its rural and riverside setting adjacent to the Navigation provided a welcome retreat. From the 1970s these plots began to fall into disuse and some have been purchased by members of the Gypsy/Traveller community.
- 3 Appendix A to this report identifies the site and the Authority's land ownership.

The Authority owns 49 out of 69 plots amounting to 63% of the site area, following a programme over the last 50 years of purchasing sites consistent with its adopted planning policies. During the last 10 years it has purchased 3 plots, the site of the 'Forge' and a former waste transfer site of Dents at a cost of £1.2m.

- 4 There have been problems of unlawful planning use and illegal activities which through either separate actions or joint work with the Council have been tackled with limited success. In recent years the nature of the unauthorised activities has intensified involving the subletting of plots and a joint interagency team was established by the Council at the end of 2015 to tackle some of these.
- 5 Following successful enforcement appeal decisions in 2016 on 4 plots the Council re-considered its adopted position. This was informed both by the appeal decisions and recognition that 12 of the plots were now lawfully Gypsy /Traveller plots. Plans included in the Appendix B to this report indicate the planning status of each plot.

RECENT DEVELOPMENTS

- 6 In September 2016 the Authority objected to the inclusion of this site for Gypsies and Travellers in the Council's Regulation 18 draft plan and considered that the proposal was 'unsound' given that its delivery would require co-operation with the Authority (Paper ULV/113/16). The Authority's objection was based on, the 'principle' of the use given its statutory purpose, its adopted PDF proposals and that there would be a resource implication which was not budgeted for. A Member/officer meeting in June 2017 between the Council and Authority explored these issues further but resulted in no firm conclusions.
- 7 As part of the consultation into the Regulation 19 Local Plan in December 2017, representations were made directly to this committee by the Council's Head of Planning and Building Control when he explained the current situation and that in his opinion, given the large number of plots lawfully used by the Gypsy/Traveller Community the Planning Inspector at the Local Plan Inquiry would very likely confirm the Council's proposed policy for the site, in the absence of an alternative site.
- 8 In support of this position he presented further information which includes a series of maps identifying the extent of plots which either have a lawful use for Gypsy and Traveller use (12) with a further 5 unlawful having been present for less than 10 years or still occupying the plot following the expiry of a planning permission. The draft policy seeks to consolidate plots to create a single site which would be 'self-managed with the Council's assistance' and that if the Authority agree to this then a joint approach should be made to the traveller community. Council officers indicated that that it could support delivery by working with the Authority on service connections, drainage, road surfacing and on site facilities although the issue of land transfers would be up to the Authority and service connections would have to be secured in negotiation with the statutory undertakers. The officer indicated that as yet nothing has been costed and the speed of delivery will be dependent on grants, the Council's 'very limited' funds and the travellers themselves. Following some debate on this point the Committee agreed to reserve its position and instructed officers to set up a meeting with the Council.

- 9 The meeting, held in January 2018, came to no firm conclusions although the Council clarified that the Authority would not be expected to pay for the relocations' and that it was intent in issuing caravan site licences which it hoped would be a means to secure' better management'. A note of this meeting is included at Appendix C to this report.
- 10 Aside from the issue of principle which will be addressed later in this report, in summary, the Council's case is that a policy is required in the Local Plan to assist in the delivery of its proposals to 'consolidate' the plots. The adopted policy would assist in this process if compulsory purchase order (CPO) powers were required. The Council was intending to 'work in partnership' with the community to ensure that in the first instance plot holders would voluntarily move to plots in the designated area and if not then resort to the use of CPO powers. The site would be 'self-managed'. The Council advised that they would wish to work together with the Authority in bringing about the changes which may also involve the Authority agreeing to exchange plots of its land with plots along the riverside. Whilst the Authority might consider this "in principle" at this time there is no clear timeframe on which this would be delivered and no indication at this time of potential cost to this Authority in assisting the Council to deliver.
- 11 The issue of principle, is whether the Authority is happy for the site to be 'developed' and consolidated in this location. This relates to the Authority's statutory purpose. Whilst the adopted Land and Property Strategy which relates to acquisitions and disposals gives the Authority discretion on the inclusion of land for non-Park related purposes in the Regional Park this is underpinned with some considerable benefit in line with its statutory purpose. As this site would prejudice the delivery of an important draft proposal to consolidate the RLCP with Silvermeade then there is no such benefit. Even if the Authority were to consider that "in principle" part of the site could be used in this way and areas of its land could be exchanged to assist the process the Council have not provided sufficient detail at this time as to deliverability. The only beneficial outcome could be a self-managed site which may not have the same issues of trespass and antisocial activities experienced to date. However the mechanism and funding to achieve this is unclear. This is a crucial point.
- 12 If, however, the principle, could be satisfactorily addressed there are two other matters which could prevent delivery. The first concerns the site's location in the Flood Zone 3 and further would result in additional expense which has not been costed. Whilst development could occur some form of mitigation would have to be provided but nothing has been included in the Council's proposals to address this point. Secondly, the consolidation of the new site within the Regional Park would require a new road access given Network Rail's policy of closing surface level crossings. This would result in further disruption to the amenities of the Regional Park and it is the Authority's position that the Cross Rail 2 project is the opportunity which should be used to relocate the Gypsy/Travellers onto a new serviced site outside the Regional Park.

CONCLUSIONS

- 13 Officers consider that an objection can still be made to this proposal on the grounds that the proposed use does not comply with the Authority's statutory purpose or draft proposals. For these reasons there are serious questions over deliverability which is fundamental to the 'test of soundness'. If Members agree to this approach then a letter expressing this concern, setting out that the

proposals remain 'unsound' will be sent to the Council.

ENVIRONMENTAL IMPLICATIONS

- 14 There are no environmental implications arising directly from the recommendations in this report.

FINANCIAL IMPLICATIONS

- 15 There are no financial implications arising directly from the recommendations in this report.

LEGAL IMPLICATIONS

- 16 The Park Act enables the Authority to make representations to the local planning authority which they shall take into account when determining the planning application.

RISK MANAGEMENT IMPLICATIONS

- 17 There are no risk management implications arising directly from the recommendations in this report.

EQUALITY IMPLICATIONS

- 18 The Gypsy and Traveller community is identified by the Equalities Act 2010 as having 'protected characteristics' which decision makers should take into account. Whilst this may be the case the Authority's objection to this proposal is founded on its statutory purpose as much as its 'deliverability'.

Author: Stephen Wilkinson, 01992 709 828, swilkinson@leevalleypark.org.uk

BACKGROUND REPORTS

Local Plan - Regulation 19 policy LV3

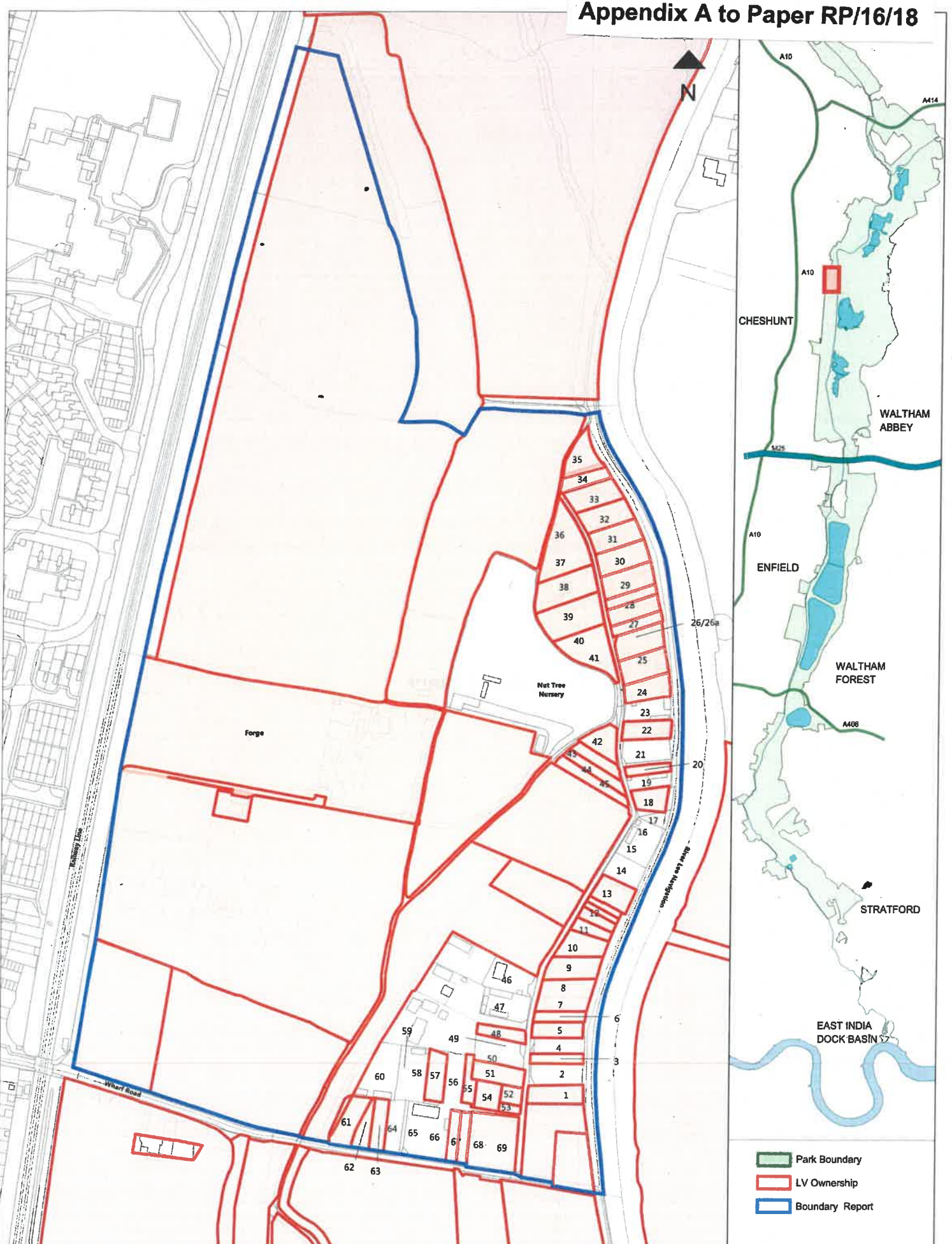
October 2017

APPENDICES ATTACHED

Appendix A	Site plan indicating extent of Authority ownership
Appendix B	Planning status of the plots and proposals
Appendix C	A note of meeting held January 2018 between the Authority and Broxbourne Borough Council
Appendix D	Extract of Local Plan on Gypsies/Travellers

LIST OF ABBREVIATIONS

PDF	Park Development Framework
CPO	Compulsory Purchase Order
RLCP	River Lee Country Park

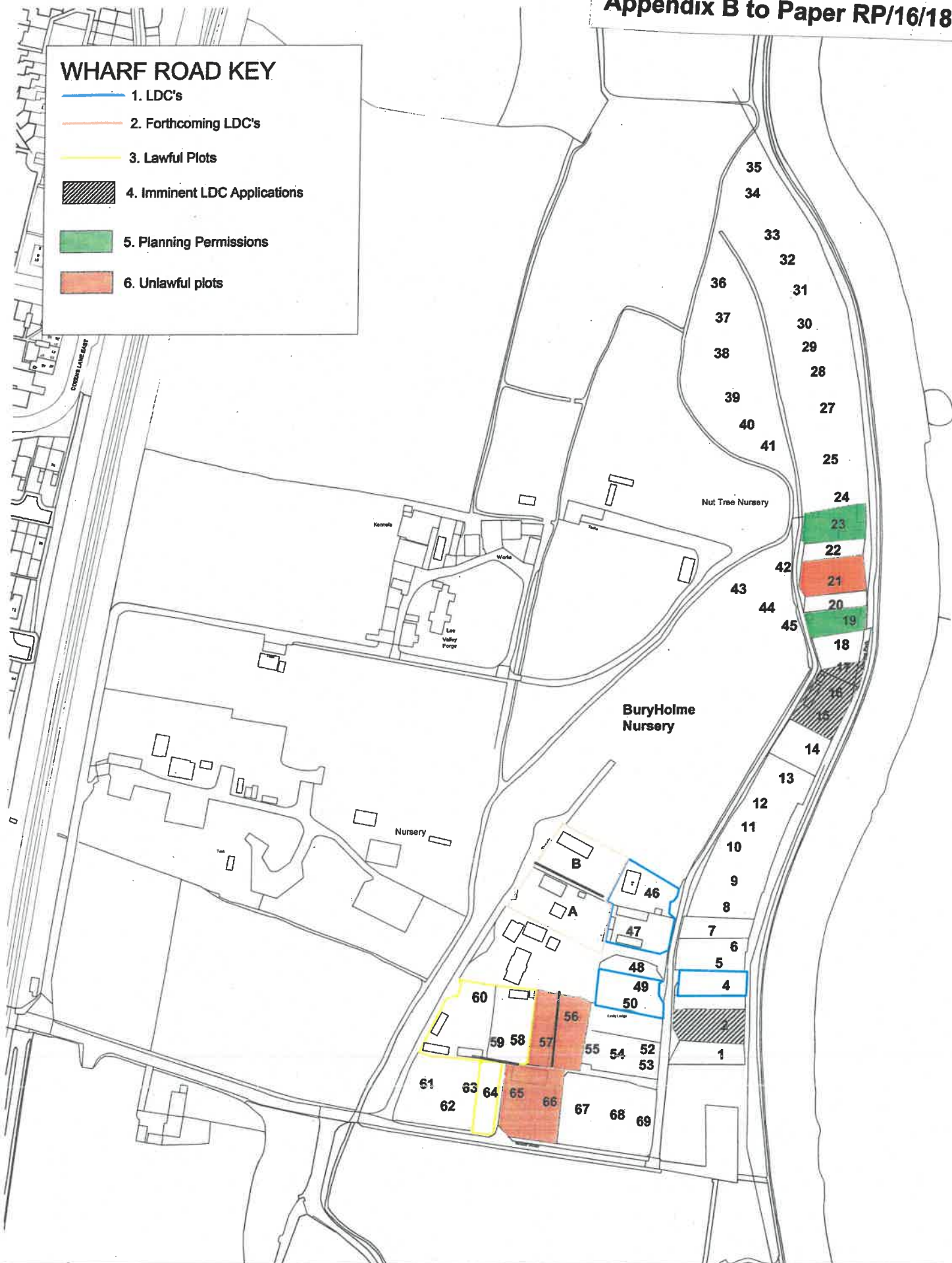


Wharf Road : Report Boundary

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WHARF ROAD KEY

- 1. LDC's
- 2. Forthcoming LDC's
- 3. Lawful Plots
- 4. Imminent LDC Applications
- 5. Planning Permissions
- 6. Unlawful plots



LVRPA Masterplan Context

1:2500 @ A4



Land Use

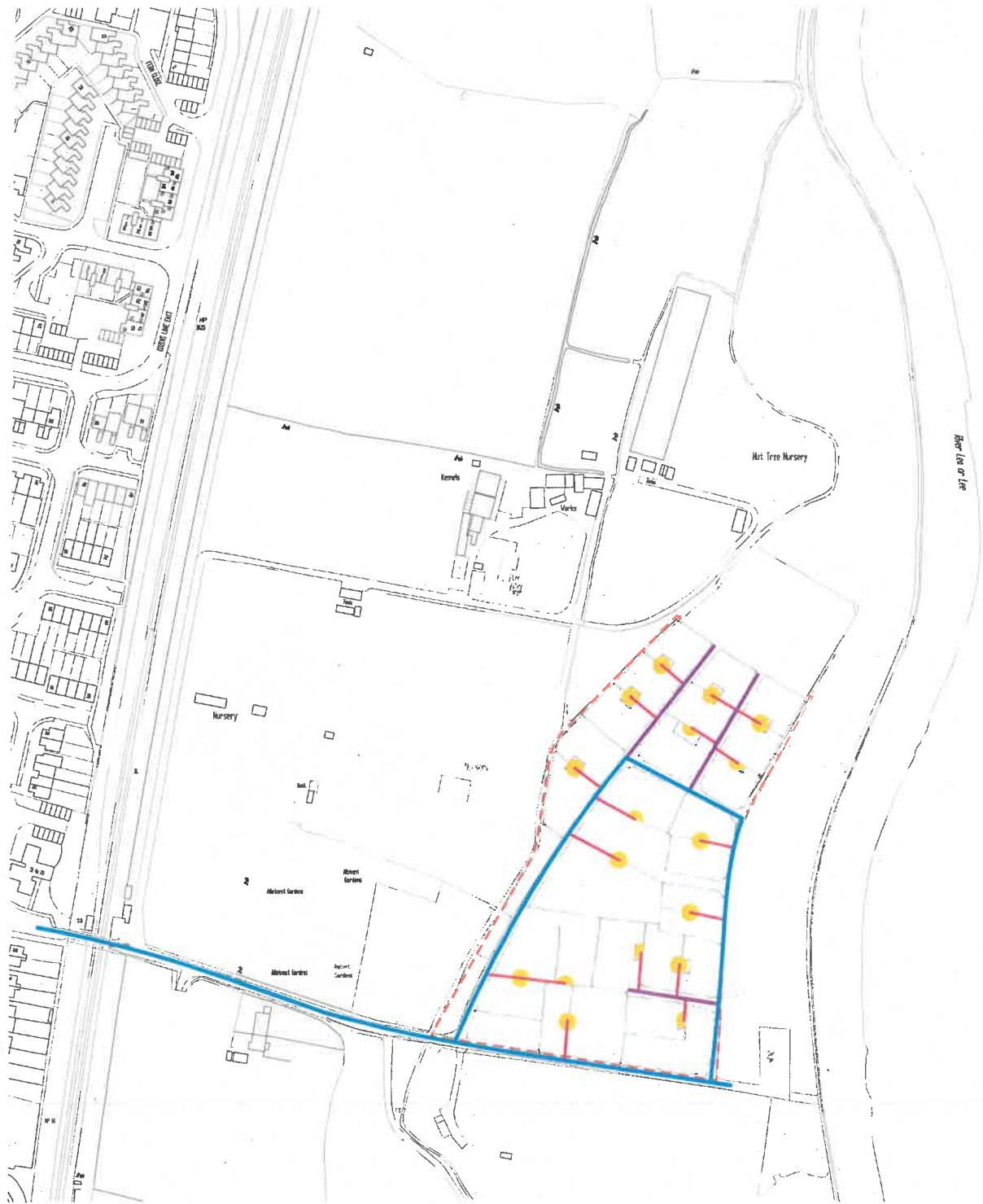
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- Existing owned pitch
- New permanent pitch
- Visitor pitch
- Shared amenity block
- Play space / open amenity space
- Open amenity space
- Car park

Services

1:2500 @ A4





-  Trunk network
-  Secondary network
-  Feeder lines
-  Service unit

Land Reorganisation

1:2500 @ A4





-  Revised LVRPA land
-  Revised Traveller site extents

Framework

1:2500 @ A4



-  Primary vehicular routes
-  Secondary vehicular routes
-  Pedestrian only routes
-  Green open space
-  Site centre and focal point

NOTES OF MEETING

**DISCUSSION WITH LVRPA IN RELATION TO THE COUNCIL'S PROPOSED
PLANNING POLICY FOR WHARF ROAD, WORMLEY**

25 JANUARY 2018

Attendees

LVRPA – Cllr D Ashley (DA), Cllr P Osborn (PO), Stephen Wilkinson (SW) and Beryl Foster (BF).

Broxbourne Council – Cllr M B J Mills-Bishop (MMB), Cllr T R Hutchings (TRH), Cllr K A Ayling (KAA), Cllr P N Seeby (PNS), Cllr D R Hart (DRH), Cllr J Pearce (JP), Jeff Stack (JTS), Peter Linkson (PL), Douglas Cooper (DC) and Martin Paine (MP).

Copies of DC's email to SW dated 15 November 2017 together with plans showing the extent of lawful occupation and the proposed new policy area. It was confirmed that since the last meeting on 1 June, meetings have been held with the Crossrail 2 team and further dialogue has taken place between officers from the Council and the LVRPA. The Council's position has not changed and it will be submitting its Local Plan to the Secretary of State in March of this year.

It was explained that given the extent of lawfulness and the lack of acceptable alternative sites there were effectively only two realistic options for the Council:

1. accept the status quo; or
2. pursue the implementation of the proposed policy.

In order to enhance the living conditions of the current occupiers and to deliver an improvement to the appearance of this part of the Park, the Council's position is that it would like to pursue what it believes to be a pragmatic way forward by:

1. designating a specific area as a caravan site;
2. enabling the established community to properly service the site; and
3. working with the LVRPA and current occupiers, to pursue a policy of relocating the caravans adjacent to the River Lee Navigation tow path into an area of the proposed permanent site.

The LVRPA representatives explained that the presence of the site raises an issue of principle for the Authority on whether it could allow a site to be established through the local plan process within the Regional Park given its statutory purpose.

If the issue of principle could be overcome the Authority still have concerns that the current occupiers will continue to impose a significant burden on the Authority. It was acknowledged by all that the occupiers have been a major source of concern for the

Council and the Authority as landowner for reasons which included the sub-letting of plots, anti-social activities and trespass. The Council's proposals for the self management of the site would perpetuate this situation. Furthermore, the implementation would result in additional expenses to enable the movement of plot holders from the riverside to the proposed 'central' location. The LVRPA has neither the resources nor the inclination to lead the implementation.

The LVRPA has concerns about how the site would be managed. The LVRPA's Rangers have experienced a variety of problems with the current occupiers to the extent that this section of the Park is effectively a 'no-go' area for them. There are also concerns that if the LVRPA accepts the policy proposal then a regularised site could be established to the south without achieving the goal of removing caravans from the eastern area adjacent to the towpath.

It was confirmed that the Council was not suggesting that the LVRPA should implement the proposals but was being asked to be a willing partner. The Council would find it difficult to implement the policy without the cooperation of the LVRPA.

The LVRPA also has concerns about access into the site as part of the implementation of the Crossrail 2 proposals. The alternative road access options are likely to have significant impacts on the Park. The allocation of the site within the Local Plan would make one of these road options inevitable. This would lead to a further erosion of the Park.

Given that the proposed site is in Flood Zone 3, an objection from the Environment Agency could be anticipated rendering the proposal unacceptable.

The Council considers that putting in place management arrangements to control private individuals on privately owned land would probably not be achievable. However, the Council is currently pursuing a policy of attempting to regulate the site through site licences under the Caravan Sites and Control of Development Act 1968 although none had been issued yet. LVRPA urged the Council not to simply renew the lapsed temporary planning permissions on plots 19 and 2 and not to agree the licenses which have been invited for plots 2, 15,16 and 17. LVRPA suggested that withholding the issuing of licences would assist the Council in its long term strategy.

It was acknowledged that the Council also has powers under the Environmental Protection Act 1990 in relation to statutory nuisance and powers to deal with anti – social behaviour.

The Council acknowledges that implementation of the proposed Local Plan policy may not be straightforward. However, the caravans adjacent to the towpath will almost certainly become a permanent feature through the status quo option whereas pursuing the policy option provides some prospect of those caravans being relocated to a less obtrusive location.

The Council confirmed that it would be willing to use its compulsory purchase powers to achieve the implementation of the policy. The detailed justification and financial arrangements would need to be discussed further.

It was agreed that the Council would lead the process involving discussions with the occupiers of caravans adjacent to the tow path about the principle of moving to the central site. It was also agreed that officers would meet to discuss the principles of how the policy would be delivered, including the financial arrangements between the two authorities if compulsory purchase powers are used.

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16 Gypsies, Travellers, and Travelling

16 Gypsies, Travellers, and Travelling Showpeople

- 16.1** Broxbourne has three fully authorised gypsy and traveller sites: a family-owned site with eight caravans at Hertford Road, a family owned site with six caravans at St James Road and fifteen pitches (24 caravans) at Halfhide Lane that are owned and managed by Hertfordshire County Council. There is also an encampment at Wharf Road in the Lee Valley Regional Park which contains approximately 49 caravans on privately owned plots that have never been formally
- 16.2** The Council has undertaken a Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessment. This concluded that there is a need to provide for 21 additional traveller pitches over the Plan period. These are required to meet the overall needs of the Wharf Road site and the future accommodation needs of defined gypsies and travellers living within the authorised

Hertford Road

- 16.3** The Hertford Road site has scope for limited expansion to meet the needs of that community on land to the immediate south which is in the ownership of the Council. This land is proposed to be allocated for that

St James Road

- 16.4** The St James Road site has limited scope to accommodate additional pitches for defined travellers within that community. No further expansion of the site area is

Halfhide Lane

- 16.5** The Brookfield development will necessitate the relocation of the Halfhide Lane site. The Local Plan therefore allocates a new site within the Brookfield development with road access provided directly from Park Lane Paradise. It is proposed that this new site will encompass c. 20 pitches, an expansion of 5 pitches over the current

Wharf Road

- 16.6** The accommodation needs of the more long standing Wharf Road travelling community are recognised by the Council. However, the situation at Wharf Road has become very complex with substantial sub-letting of caravans to individuals with no long term connection to the Borough. The Council is therefore seeking to work with the established community and the Lee Valley Regional Park Authority to create an authorised site at Wharf Road for that community. This will entail the relocation of the straggle of plots along the River Lee onto land currently owned by the Authority in the central area where most of the unauthorised plots are currently located. This will create a central integrated site that can then be authorised, licenced and properly serviced with roads, water, electricity and drainage. It will also entail the discontinuance of sub-letting.

Policy GT1: Gypsy and Traveller Sites

The Council will work with the travelling communities to allocate sites as follows as shown on the Policies Map:

1. Expansion of Hertford Road by 3 pitches;
2. Accommodation of 2 new pitches within the existing St James' Road site;
3. Relocation of Halfhide Lane to accommodate c. 20 pitches in total;
4. Authorised site at Wharf Road to accommodate c. 20 pitches in total.

These sites are allocated for the specific needs of the resident travelling communities to which they relate and the future expansion of those communities through new household formation within those communities. They are not to meet the needs of extended family members not currently resident within the Borough of Broxbourne. The means for ensuring that these sites meet the immediate needs of those communities in perpetuity will be set out within planning [permissions](#).

Travelling Showpeople

- 16.7** Broxbourne has one operating travelling showpeople site, on land within the Green Belt at the south-western corner of Goffs Lane and Lieutenant Ellis Way. There is significant scope to accommodate the future needs of the resident community within the site boundaries. A master plan will be agreed with the site owner to secure this objective. Therefore no new travelling showpeople sites are allocated within this Local Plan.

Policy GT2: Extended Travelling Showpeople Site

The travelling showpeople site at Goffs Lane is allocated to meet the specific needs of resident travelling showpersons with a clear family connection to the Borough of Broxbourne. The means for ensuring that these sites meet these immediate needs will be set out within planning [permissions](#).

Nursery Sites

- 16.8** There may be unidentified local needs arising during the Plan period that cannot be met from the foregoing sites. Should this be the case policy GB2 of this Plan provides the potential for redundant nursery sites to be acquired to meet such proven needs.