

Appendix 6

Traveller and Travelling Showpeople Accommodation

Guildford Borough Council

2021

1. Introduction

- 1.1. The Council seeks to ensure that there are enough decent homes, in suitable locations, for everyone in our community, in keeping with the Government's aim for sustainable and mixed communities. Historically, Travellers have been an important part of the local community in the borough and will remain so in the future. As such, the Council is committed to securing better and sufficient accommodation for Travellers in the borough, promoting integration with other housing types, improving social outcomes and opportunities and providing more certainty for the community.
- 1.2. Historically, Traveller accommodation has been clustered in a small number of areas of the borough. In securing better integration and social cohesion, small-scale provision of a number of pitches and plots in a range of locations across the borough is considered the more desirable approach.
- 1.3. Planning Policy for Traveller Sites ('PPTS') (2015) requires the Council to:
- Make its own assessment of the need for Traveller accommodation for the purposes of planning in our borough,
 - Develop fair and effective strategies to meet the identified need through the identification of land for sites,
 - Protect the Green Belt from inappropriate development,
 - Promote more private traveller site provision and reduce unauthorised development,
 - Identify deliverable sites to provide five years' worth of accommodation against a locally set target, and
 - Identify developable sites or broad locations for growth for the next six to ten years and where possible 11-15 years.
- 1.4. The identified need for Traveller accommodation in Guildford borough is set out in the Traveller Accommodation Assessment (TAA), June 2017.
- 1.5. As with other types of housing, the Land Availability Assessment (LAA) identifies land in the borough that are realistic '*deliverable*' or '*developable*' candidates for development for Traveller accommodation. In identifying these sites, the LAA has deployed the methodology as set out in Appendix 1: Methodology¹. However, for the assessment of Traveller accommodation, no minimum site size threshold has been used, which means that sites that could accommodate even just one Traveller pitch or Travelling Showpeople plot have been considered.

2. Planning for the needs of our Traveller and Travelling Showpeople community

- 2.1. The Government published an update to the National Planning Policy Framework ('NPPF')² in July 2018 (Subsequently revised in 2019 and 2021). An updated

¹ See National Planning Practice Guidance PPG (Guidance category – Housing and Economic Land Availability Assessment)

² NPPF. Available online at: <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

Planning Policy for Traveller Sites ('PPTS')³ was published in August 2015. The NPPF states that;

*"To support the Government's objective of significantly boosting the supply of homes, it is important that...the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay"*⁴.

- 2.2. PPTS states that local authorities should set targets for Traveller accommodation that address the identified needs⁵. Additionally, local authorities are required to identify a supply of *deliverable* sites to meet the need for Traveller accommodation for the next five years, and identify sufficient *developable* sites or broad locations with potential to meet the need for Traveller accommodation arising in the 6 – 10 and 11 – 15 year periods of the Local Plan.
- 2.3. The definitions of what constitute '*deliverable*' and '*developable*' sites are set out in the PPTS, on page 3, footnotes 4 and 5⁶. PPTS (2015) amends the definition of travellers for the purposes of planning to exclude those travellers that have ceased to travel permanently.
- 2.4. The Council's adopted Local Plan identifies and allocates a number of sites to help meet this need, reflecting the Council's duties with regard to equality in plan-making functions, to have regard to the needs of ethnic groups including Gypsies and Travellers, alongside the NPPF requirement to plan for the housing needs of groups with specific housing requirements.

3. Preparing the LAA for Traveller and Travelling Showpeople provision

- 3.1. As noted previously, the LAA has been prepared using the methodology set out in PPG (Guidance category – Housing and Economic Land Availability Assessment). A minimum site size threshold is not used for the assessment of Traveller accommodation, and sites that could accommodate one pitch or plot have been considered.
- 3.2. NPPF and PPG set out how to assess suitability, availability and viability of land of potential development. In addition, to assist with the assessment of potential Traveller sites, we have had regard to [Designing Gypsy and Traveller sites good practice guide](#) (2008, withdrawn September 2015) and professional experience.

³ PPTS. Available online at: <https://www.gov.uk/government/publications/planning-policy-for-traveller-sites>

⁴ NPPF: Paragraph 60.

⁵ Planning Policy for Traveller Sites 2015 para 9: 'Local planning authorities should set pitch targets for gypsies and travellers as defined in Annex 1 and plot targets for travelling showpeople as defined in Annex 1'

⁶ PPTS Footnote 4: 'To be considered deliverable, sites should be available now, offer a suitable location for development, and be achievable with a realistic prospect that development will be delivered on the site within five years. Sites with planning permission should be considered deliverable until permission expires, unless there is clear evidence that schemes will not be implemented within 5 years, for example they will not be viable, there is no longer a demand for the type of units or sites have long term phasing plans'. PPTS Footnote 5: 'To be considered developable, sites should be in a suitable location for traveller site development and there should be a reasonable prospect that the site is available and could be viably developed at the point envisaged'.

Whilst the good practice guide has been withdrawn, it contains useful information about site layout.

- 3.3. Since the preparation of the first Traveller SHLAA, Council officers have liaised with key stakeholders, including members of the Traveller community and landowners of sites providing Traveller accommodation. We have also had input from the Traveller Forum, which consisted of representatives from the following groups and organisations: Traveller communities, parish councils, Guildford Borough councillors, Surrey Police and Guildford Borough Council officers. Council officers also organised two minority group engagement events to encourage involvement in the preparation of the Local Plan, which were well-attended by the Traveller community. Engaging more with our Traveller community has helped us to understand concerns about accommodation and the planning process.

4. Our aims

- 4.1. Our corporate plan (2021-2025)⁷ demonstrates our commitment to residents having access to the homes and jobs they need. Some members of our Traveller community live in crowded accommodation and we want to secure better conditions moving forward.
- 4.2. It is our aim for new Traveller accommodation in Guildford borough to be high quality and, where possible, integrated with bricks and mortar housing. We wish to avoid large sites and stand-alone Traveller accommodation where there is limited opportunity for daily integration with members of the settled community. We are used to seeing flats, houses, bungalows, student accommodation and care homes on our streets and our aim is for small scale Traveller accommodation to be included within this mix.
- 4.3. Planning applications for development of Traveller accommodation may come forward on land that we have not identified in this LAA. Any planning permission for permanent Traveller accommodation will count towards meeting the identified need. This LAA identifies land that meets the assessment criteria. In view of this, and the need to provide flexibility, more land than may be needed to meet the identified traveller accommodation need is highlighted in this LAA.

5. Delivery mechanisms

- 5.1. The upfront costs of providing Traveller accommodation often delay private provision. Particular difficulty can be paying the planning contributions required on commencement of the planning permission, particularly the Thames Basin Heaths Special Protection Area (TBH SPA) contribution. The cost to the Council of providing public Traveller accommodation is approximately £125,000 to £150,000 per pitch but can be higher. This includes the cost of assessing sites, gaining planning permission, planning contributions, infrastructure and building.

⁷ Available online at: <http://www.guildford.gov.uk/corporateplan>

6. The identified need and requirement

Gypsies and Travellers and Travelling Showpeople meeting the PPTS definition

6.1. The Guildford borough Local Plan: strategy and sites (2019 – 2034) Policy S2: ‘Planning for the borough – our spatial development strategy’ identifies a requirement of 4 permanent pitches for Gypsies and Travellers and 4 permanent plots for Travelling Showpeople (as defined by Planning Policy for Traveller Sites (PPTS)) between 2017 and 2034.

6.2. This figure was established through consideration of the TAA⁸ (June 2017) which identifies an accommodation need for Travellers meeting the planning definition for:

- 2 traveller pitches and 3 Travelling Showpeople plots between 2017 and 2022,
- 1 pitch and 0 plots between 2022 and 2027, and
- 1 pitch and 1 plot between 2027 and 2034.

This is reflected in Table 1 below.

Time Period	Pitches for Gypsies and Travellers meeting planning definition	Plots for Travelling Showpeople meeting planning definition
2017-2022	2	3
2022-2027	1	0
2027-2032	1	1
2032-2034 (2-year period)	0	0
TOTAL (over plan period)	4	4

Table 1: Summary of additional pitches and plots for travellers (as defined by PPTS) required over Local Plan period 2017-2034.

Gypsies and Travellers and Travelling Showpeople not meeting the PPTS definition

6.3. The TAA 2017 has also assessed the needs of travellers who do not meet the PPTS planning definition of a traveller as they have ceased travelling permanently. It indicates that there is a need for a further:

- 41 permanent pitches for Gypsies and Travellers not meeting the PPTS definition,
- 8 permanent pitches for households of unknown traveller planning status over the plan period 2017 to 2034, and
- 4 plots for the assessed needs of travellers and Travelling Showpeople who do not meet the planning policy definition of a traveller.

⁸ The Guildford borough Traveller Accommodation Assessment 2017 page 1, summary table. Available online at: <https://www.guildford.gov.uk/localplan/housing>

	Pitches for Gypsies and Travellers not meeting planning definition (plus those of unknown planning status in brackets)	Plots for Travelling Showpeople not meeting planning definition
Total (over plan period)	41 (+8)	4

Table 2: Summary of additional pitches and plots for travellers (not meeting the PPTS definition) identified in the TAA 2017.

6.4. Total need combining the different planning definitions of travellers includes:

- a need for 53 pitches for Gypsies and Travellers (both meeting the planning definition (4) and those not meeting the planning definition (41) as well as those of unknown planning status (8)).
- a need for 8 plots for travelling showpeople (both meeting the planning definition (4) and those not (4))

7. Meeting need

Local plan provision

7.1. The Local Plan: strategy and sites makes provision for 4 permanent pitches for Gypsies and Travellers and 4 permanent plots for Travelling Showpeople (as defined by PPTS) within Guildford borough between 2017 and 2034. Whilst the needs of Gypsies, Travellers and Travelling Showpeople who do not meet the planning definition fall outside this allocation, in order to meet their assessed needs the Council will seek to make provision for 41 permanent pitches for Gypsies and Travellers and 4 permanent plots for Travelling Showpeople who do not meet the definition. The Council will also seek to make provision for 8 permanent pitches to meet potential additional need of households of unknown planning status. A total of 57 Gypsy and Traveller pitches (net) and 8 Travelling Showpeople plots (net) have been identified in the Local Plan site allocation policies, which includes a buffer of 4 additional pitches should some allocated sites not come forward.

7.2. The allocated sites for Gypsy and Traveller pitches are:

Policy	Site allocated for Gypsy and Traveller pitches	Allocation
A24	Slyfield Area Regeneration Project, Guildford	6 public pitches
A25	Gosden Hill Farm, Merrow Lane, Guildford	6 public pitches
A26	Blackwell Farm, Hogs Back, Guildford	6 public pitches
A35	Former Wisley Airfield, Ockham	8 public pitches
A43	Land west of Winds Ridge and Send Hill	2 public pitches
A46	Palm House Nurseries, Normandy	6 private pitches
A48	Land at Cobbets Close, Worplesdon	3 public pitches (net) (20 gross)
A49	Four Acres Stables, Worplesdon	6 private pitches

A50	Roundoak, Wood Street Village	1 private pitch
A51	Lakeview, Ash Vale	3 private pitches (net)
A52	The Orchard, Puttenham	1 private pitch (net) (2 gross)
A53	Valley Park Equestrian, Shalford	5 private pitches
A54	The Paddocks, Ripley	4 private pitches
Total		31 public pitches 26 private pitches <hr/> 57 pitches in total

Table 3: Sites allocated for pitches for travellers in the Guildford borough Local Plan April 2019.

7.3. The allocated sites for plots for Travelling Showpeople are:

Policy	Site allocated for Travelling Showpeople Plots	Allocation
A41	Land at Garlick's Arch, Send Marsh Burnt Common and Ripley	6 private plots
A47	Whittles Drive, Normandy	2 private plots (net) (14 gross)
Total		8 private plots in total

Table 4: Sites allocated for plots for Travelling Showpeople in the Guildford borough Local Plan April 2019.

Supply and trajectory

7.4. Tables 5 and 6 (below) set out the Council's supply and anticipated trajectory with regard to delivery of Traveller pitches and Travelling Showpeople plots. The tables set out the number of Traveller pitches and Travelling Showpeople plots that could reasonably be expected to be delivered in the borough. The table is ordered in line with the Local Plan allocated sites site ID but is updated to take into account planning permissions, including permissions on sites not allocated (see the following section on permanent planning permissions). There is more information about some of the sites in the following notes and tables and in Appendix 2 'Realistic candidates for Development'.

Site ID (LP policy)	Traveller Pitches Location	Number of pitches (net) per delivery period				
		Jan 2017 ⁹ to 31/3/21	1-5 years ¹⁰	6-10 years	11-15 years	Total
N/A	Land south of Guildford Road, Ash	1	2			3 ¹¹
N/A	The New Yard, Lysons Avenue, Ash Vale	1				1 ¹²
46 (A25)	Gosden Hill Farm, Merrow Lane			3	3	6

⁹ Delivered since GBC Traveller Accommodation Assessment base date January 2017.

¹⁰ Period 01/04/2021 to 31/03/2026.

¹¹ See "Note 1" for permanent planning permission detail, approved 21/03/13, partially implemented.

¹² See "Note 2" for permanent planning permission detail, approved 3/07/19.

53 (A35)	Land at former Wisley airfield, Ockham			4	4	8
165 (A48)	Land at Cobbetts Close, Worplesdon				3	3
245 (A24)	Weyside Urban Village (Slyfield Area Regeneration Project)			6		6 ¹³
311 (A26)	Blackwell Farm, Guildford			3	3	6
2018 (A43)	Land west of Winds Ridge and Send Hill, Send		2			2
2106 (A51)	Lakeview, Lakeside Road, Ash Vale			3		3
2114 (A50)	Roundoak, White Hart Lane, Wood Street Village	1				1 ¹⁴
2118 (A52)	The Orchard, Puttenham	1			1	2 ¹⁵
2119 (A49)	Four Acre Stables, Worplesdon	6				6 ¹⁶
2120 (A53)	Valley Park Equestrian Centre, Shalford	5				5 ¹⁷
2125 (A54)	The Paddocks, Ripley	4				4 ¹⁸
2343 (A46)	Oaklands Farm (previously Palm House Nurseries), Normandy	6				6 ¹⁹
Total		25	4	19	14	62²⁰

Table 5: Trajectory - Potential number of traveller pitches per delivery period identified in LAA (for both PPTS travellers and non-PPTS travellers)

Site ID (LP site allocation)	Travelling Showpeople plots Location	Number of plots (net) per delivery period			
		1-5 years	6-10 years	11-15 years	Total
2258 (A41)	Land at Garlick's Arch, Send Marsh Burnt Common and Ripley	6	0	0	6 ²¹
241 (A47)	Land at Whittles Drive, Normandy	0	0	2	2
Total		6	0	2	8

Table 6: Trajectory - Potential number of Travelling Showpeople plots per delivery period identified in LAA.

¹³ See "Note 4" for permanent planning permission detail, pending (recommendation to approve).

¹⁴ See "Note 2" for permanent planning permission detail, approved 9/04/19.

¹⁵ See "Note 2" for permanent planning permission detail, approved 9/05/17.

¹⁶ See "Note 2" for permanent planning permission detail, approved 8/11/19.

¹⁷ See "Note 2" for permanent planning permission detail, approved 21/02/20.

¹⁸ See "Note 2" for permanent planning permission detail, approved 17/02/21.

¹⁹ See "Note 2" for permanent planning permission detail, approved 24/02/20.

²⁰ This total does not reflect any net losses in pitch numbers.

²¹ See "Note 6" for permanent planning permission detail, pending (recommendation to approve).

Permanent Planning permissions for Gypsies and Traveller pitches

7.5. The following are permanent or pending planning permissions for Gypsies and Traveller pitches:

- There is an extant permission (for 3 pitches net) on Land South of Guildford Road, Ash (see note 1). One of these pitches has been built since January 2017. **Net 3 pitches.**
- Permanent planning permission has been granted for 26 (net) permanent pitches between 27 January 2017 to 31 March 2021 (see note 2 below). Two of these pitches do not count as meeting our need as they were built and occupied prior to January 2017 and were accounted for in the TAA 2017. **Net 24 pitches.**
- Loss of 1 permanent pitch at 47 Station Rd East, Ash Vale (see table 11). **Minus 1 pitch.**
- **Total 3 + 24 – 1= 26 pitches granted planning permission (net)**
- Permanent planning permission is approved subject to the signing of a Section 106 legal agreement and subject to Highways England and Surrey County Council (as local highways authority) withdrawing their objections, for 6 pitches at Weyside Urban Village (as agreed at committee on 20/10/21). Delivery is anticipated to be in 6 to 11 years time. **Pending net 6 pitches.**

Note 1

Planning permission (see table 7 below) for 4 pitches in Ash has been partially implemented by building 2 pitches (1 of which can count as delivered since January 2017). The remaining 2 pitches are expected to be delivered in the next 5 years, as reflected in the trajectory.

Date of decision	Planning reference	Site address	Ward	Number of pitches (net)
21/05/13 (<i>partially implemented planning permission</i>)	12/P/02100 (<i>extant</i>)	Land south of Guildford Road, Ash	Ash Wharf	3 net ²²

Table 7: Planning reference 12/P/02100

Note 2

Permanent planning permission granted for pitches: 27 January 2017 to 31 March 2021.

Date of decision	Planning reference	Site address & details	Ward	Number of pitches (net)
19/05/17	15/P/02322	The Orchard, Puttenham Heath Road, Puttenham ²³ .	The Pilgrims	1
03/07/19	17/P/00092	The New Yard, Lysons Avenue, Ash Vale	Ash Vale	1
09/04/19	18/P/01484	Roundoak, White Hart Lane, Wood Street Village	Worplesdon	1
8/11/19 Discharge of condition ref 20/D/00042 refused 12/10/21, awaiting further submission	19/P/01136	Four Acres Stables, Aldershot Road, Guildford	Worplesdon	6
21/02/20	19/P/01504	Valley Park Equestrian Centre, East Shalford Lane, Guildford	Shalford	5
24/02/20	18/P/02435	Oaklands Farm (formerly Palm House Nurseries), Glaziers Lane, Guildford	Normandy	6
17/02/21	20/P/00232	The Paddocks, Land off Rose Lane, Ripley	Ripley	4
Total				24

Table 8: Permanent planning permission granted for pitches between 27 January 2017 to 31 March 2021

Note 3

A further 2 pitches were granted permission between 27 January 2017 to 31 March 2021 (see table 9 below). Whilst the planning permission was pending awaiting the signing of a Section 106 agreement they were built and occupied at the time of the Traveller Accommodation Assessment (TAA) 2017. They were therefore included within the TAA baseline of existing private pitches as they were occupied (albeit without planning permission). As such they do not contribute towards meeting the traveller accommodation target. They have therefore not been included in the trajectory in table 5 above.

Date of decision	Planning reference	Site address	Ward	Number of pitches (net)
13/11/18	14/P/01058	Ipsley Lodge Stables Ipsley Lodge, Hogs Back, Seale	Ash South & Tongham	2 (not counted ²⁴)

Table 9: Planning reference 17/P/01058

²³ One pitch granted planning permission. A second pitch is a site allocation shown for delivery in years 11-15 in the trajectory as it is a pitch for a dependent child once they reach adulthood.

²⁴ As these pitches were occupied prior to signing the Section 106 agreement they were counted as existing within the Traveller Accommodation Assessment (TAA) 2017 and don't count towards meeting the accommodation need as identified in the TAA.

Note 4

Planning permission for a hybrid planning application including outline consent for 6 pitches (see table 10 below) is approved subject to signing a Section 106 agreement and subject to Highways England and Surrey County Council (as local highways authority) withdrawing their objections.

Status/ date of decision	Planning reference	Site address	Ward	Number of pitches (net)
Recommendation to approve 20/10/21 Subject to signing of Sect 106	20/P/02155	Weyside Urban Village (Slyfield regeneration Programme), Slyfield Green, Guildford	Stoke	6

Table 10: Planning reference 20/P/02155

Note 5

Planning permission was granted for the loss of one pitch and a bungalow and the replacement with 10 flats at Ash Vale.

Date of decision	Planning reference	Site address	Ward	Net number of pitches <u>lost</u>
13/07/18	18/P/00095	47 Station Rd East, Ash Vale	Ash Vale	1
Total				1

Table 11: Planning permissions with net loss of Traveller pitches since 27 January 2017.

Permanent Planning permissions for Travelling Showpeople plots

7.6. There have been no permanent planning permissions for Travelling Showpeople plots in this period. However there has been:

- Permanent planning permission is approved, subject to the signing of a Section 106 legal agreement, for 6 plots at Garlicks Arch (as agreed at committee on 9/6/21).
Pending net 6 plots.

Note 6

Planning permission for Travelling Showpeople plots (see table 12 below) is approved subject to signing a Section 106 agreement.

Status/ date of decision	Planning reference	Site address	Ward	Number of TSP plots (net)
Recommendation to approve 9/6/21 Subject to signing of Sect 106	19/P/02223	Land at Garlick's Arch, Send Marsh Burnt Common and Ripley	Send	6

Table 12: Planning reference 19/P/02223

Temporary and time-limited planning permissions

7.7. There is temporary planning permission for 2 Traveller pitches in Guildford borough (see table 12 below). This accommodation is located in the Green Belt. The temporary planning permission considered the individual merits of the planning application at the time. However, generally temporary permission was granted because of the absence of a five-year supply of deliverable land for Traveller accommodation. The period of the temporary permission relates to the time expected to have a new Local Plan in place and deliver new traveller accommodation. Now that the Local Plan has been adopted the traveller sites allocated within the Local Plan are expected to come forward and apply for permanent planning permission.

Date of decision	Planning reference	Location	Ward	Number of pitches (net)
5/3/18 3-year period	15/P/02363 ²⁵ & 15/P/02364	The Pines, Green Lane, Normandy	Normandy	2
Total				2

Table 12: Sites with temporary or time-limited planning permission for Traveller pitches.

8. Current position

8.1. The LAA identifies sufficient pitches and plots to meet the needs of our travelling community within Guildford borough. The assessment identifies land for permanent pitches and plots to meet the needs of local Gypsies, Travellers and Travelling Showpeople who meet the definition of a traveller set out in Planning Policy for Traveller Sites; the identified needs set out within the GBC Traveller Accommodation Assessment are for 4 pitches and 4 plots in total.

8.2. Additionally, the assessment identifies sufficient sites to meet the needs of travellers within our area who do not meet the Planning Policy for Travellers Sites definition of a traveller (the GBC Traveller Accommodation Assessment identifies this as 41 pitches and 4 plots). Provision is also identified for permanent pitches to meet potential additional need of local households of unknown traveller planning status (8 pitches).

8.3. The total identified supply in both the Guildford borough Local Plan and the LAA is greater than the identified accommodation need in Guildford borough Local Plan Policy S2. However, the buffer is not overprovision; instead, it is necessary to ensure that the total requirement in Policy S2 can be met, as well as seeking to meet the needs of travellers who fall outside the Planning Policy for Traveller site definition and those travellers of unknown planning status. The buffer provides

²⁵ Planning reference 21/P/00454 to remove conditions 1 & 2 to allow permanent occupation of the site refused 17/5/2021 and planning reference 21/P/00456 to remove conditions 1 & 2 to allow permanent occupation of the site refused 7/6/21.

flexibility to adapt to rapid change, as required by the National Planning Policy Framework (NPPF), should sites not be delivered as planned.

8.4. Flexibility has also been provided to meet any future arising needs through the Local Plan policy H1 Homes for all requirement to provide pitches or plots on development sites of over 500 homes whilst an identified need remains.

8.5. Since the start of the plan period 2017 to 31 March 2021 24 pitches (net) and 0 plots have been granted planning permission. The need for pitches for Gypsies and Travellers who meet the planning definition of traveller in PPTS 2015 in both the short and longer term, is therefore being met. Outside the LAA period, in June 2021, 6 new Travelling Showpeople plots were granted planning permission subject to the signing of a Section 106 legal agreement. This site is anticipated to come forward in the 1-5 year period, which will help meet the need for Travelling Showpeople plots.

9. Discounted sites

9.1. Sites considered for traveller accommodation but discounted are listed in Appendix 3.