



# Joint Site Appraisal Study (SAS) Methodology

May 2017



THE ROYAL BOROUGH OF  
KENSINGTON  
AND CHELSEA

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# 1. Introduction

- 1.1 The Royal Borough of Kensington and Chelsea (RBKC) and London Borough of Hammersmith and Fulham (LBHF) have jointly prepared a framework methodology to appraise sites to meet the accommodation needs of the Gypsy and Traveller community. This is a continuation of the Joint Gypsy and Traveller Accommodation Needs Assessment. This framework has been developed in order to identify opportunities in both boroughs for the provision of Gypsy and Traveller accommodation.
- 1.2 The Councils are jointly responsible for one permanent site, Stable Way, which opened in 1974 and currently comprises a total of 20 pitches, of which 1 is taken up by 'The Hut' community centre, resulting in 19 available authorised pitches. The site's freehold is owned by Transport for London with a lease to RBKC and some of the surrounding land is leased to the Westway Trust.
- 1.3 The site previously fell within LBHF's administrative boundary until a boundary change in 1995 and now falls within RBKC's administrative boundary.
- 1.4 The Stable Way site is now managed by the Kensington and Chelsea Tenant Management Organisations (KC TMO). It was previously managed by LBHF via an Arm's Length Management Organisation (ALMO).
- 1.5 The purpose of this methodology document is to set out an agreed approach and criteria that the two Councils will use to identify and consider sites for potential additional Gypsy and Traveller Pitch provision in their respective administrative areas.
- 1.6 Each Council will undertake a site appraisal of the sites identified within their respective administrative areas using the above considerations and local, regional and national policies and designations where appropriate.

## Gypsy and Traveller Accommodation Needs Assessment (GTANA)

- 1.7 A Joint Gypsy and Traveller Accommodation Needs Assessment (GTANA)<sup>1</sup> was completed by (RBKC) and the (LBHF) in 2016.
- 1.8 The GTANA establishes the accommodation needs of the Gypsy and Traveller community over the next 15 years, in accordance with the National Planning Policy Framework and the Planning Policy for Traveller Sites (PPTS).
- 1.9 Applying the PPTS planning definition of Traveller, it concluded that there will be a need for 3 additional pitches across RBKC and LBHF between 2015 and 2020, and a requirement for an additional 6 pitches over the subsequent 10-year period.
- 1.10 Therefore, the total accommodation needs across the two boroughs is 9 pitches between 2015 and 2030.

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<sup>1</sup> [https://planningconsult.rbkc.gov.uk/gf2.ti/f/782882/24759781.1/PDF/-/Joint\\_Gypsy\\_and\\_Traveller\\_Accommodation\\_Needs\\_Assessment\\_GTANA\\_December\\_2016.pdf](https://planningconsult.rbkc.gov.uk/gf2.ti/f/782882/24759781.1/PDF/-/Joint_Gypsy_and_Traveller_Accommodation_Needs_Assessment_GTANA_December_2016.pdf)

	Accommodation Need
Years 1 to 5	3
Years 6 to 10	3
Years 11 to 15	3
<b>2015 to 2030</b>	<b>9</b>

Figure 1 Accommodation need 2015 to 2030

1.11 There are no identified needs for Travelling Showpeople in the two authority areas.

## The Duty to Cooperate

1.12 Section 110 of the Localism Act inserted section 33A into the Planning and Compulsory Purchase Act 2004 which requires Councils to cooperate with other prescribed bodies. The duty requires authorities to “engage constructively, actively and on an ongoing basis” in relation to “maximising the effectiveness” of, and having “regard to”, activities concerned with supporting or preparing planning policies “so far as relating to a strategic matter”.

1.13 A strategic matter is defined as “sustainable development or use of land that has or would have a significant impact on at least two planning areas” (section 33A(4)).

1.14 Gypsy and Traveller accommodation is considered a strategic matter by both authorities and will impact upon both planning areas. Stable Way has a shared history for both authorities; and, the location of Stable Way adjacent to the Hammersmith and Fulham / Kensington and Chelsea borough boundaries means that any planning changes will affect both authorities. The joint working on this Site Appraisal Study Methodology between RBKC and LBHF is a reflection of the Councils actively carrying out the Duty to Cooperate.

## 2. Legislation, policy and guidance

### National

#### National Planning Policy Framework (NPPF)

2.1 The National Planning Policy Framework (NPPF) states that Councils should set out their strategic priorities for the area in the Local Plan, including the strategic policies to deliver the homes and jobs needed in the area and allocate sites to promote development.

2.2 In respect of planning for Travellers it states that the “Framework should be read in conjunction with the Government’s planning policy for traveller sites. Local planning authorities preparing plans for and taking decisions on Travellers sites should also have regard to the policies in this Framework so far as relevant.”<sup>2</sup>

<sup>2</sup> Paragraph 4, National Planning Policy Framework

## Planning Practice Guidance

- 2.3 The Planning Practice Guidance provides guidance to Local Planning Authorities on undertaking Housing and Economic Land Availability Assessments<sup>3</sup>. This approach can be adapted for assessing sites for Gypsy and Traveller use.

## Planning Policy for Traveller Sites (PPTS)

- 2.4 The Department for Communities and Local Government produced the 'Planning Policy for Traveller Sites' (PPTS) in 2012 which was most recently updated in August 2015. This sets out the guidance for Local Planning Authorities regarding evidence base, plan making and decision taking.

- 2.5 The Government's aims in respect of traveller sites are:

...

b. to ensure that local planning authorities, working collaboratively, develop fair and effective strategies to meet need through the identification of land for sites

c. to encourage local planning authorities to plan for sites over a reasonable timescale

...

e. to promote more private traveller site provision while recognising that there will always be those travellers who cannot provide their own sites

f. that plan-making and decision-taking should aim to reduce the number of unauthorised developments and encampments and make enforcement more effective

...

h. to increase the number of traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply

...j. to enable provision of suitable accommodation from which travellers can access education, health, welfare and employment infrastructure

k. for local planning authorities to have due regard to the protection of local amenity and local environment

- 2.6 Under Policy B, the PPTS states that local planning authorities should, in producing their Local Plan (paragraph 10):

a) Identify and update annually, a supply of specific deliverable sites sufficient to provide five years' worth of sites against their locally set targets<sup>4</sup>

b) Identify a supply of specific, developable sites or broad locations for growth, for years 6 to 10 and, where possible, for years 11-15<sup>5</sup>

c) consider production of joint development plans that set targets on a cross-authority basis, to provide more flexibility in identifying sites, particularly if a local planning authority has special or strict planning constraints across its area (local planning

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<sup>3</sup> [www.gov.uk/guidance/housing-and-economic-land-availability-assessment](http://www.gov.uk/guidance/housing-and-economic-land-availability-assessment)

<sup>4</sup> 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.

<sup>5</sup> 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

authorities have a duty to cooperate on planning issues that cross administrative boundaries)

- d) Relate the number of pitches or plots to the circumstances of the specific size and location of the site and the surrounding population's size and density
- e) Protect local amenity and environment

2.7 The PPTS contains a number of policies relevant to the SAS. Paragraph 13 sets out:

Local planning authorities should ensure that traveller sites are sustainable economically, socially and environmentally. Local planning authorities should, therefore, ensure that their policies:

- a) promote peaceful and integrated co-existence between the site and the local community
- b) promote, in collaboration with commissioners of health services, access to appropriate health services
- c) ensure that children can attend school on a regular basis
- d) provide a settled base that reduces both the need for long-distance travelling and possible environmental damage caused by unauthorised encampment
- e) provide for proper consideration of the effect of local environmental quality (such as noise and air quality) on the health and well-being of any travellers that may locate there or on others as a result of new development
- f) avoid placing undue pressure on local infrastructure and services
- g) do not locate sites in areas at high risk of flooding, including functional floodplains, given the particular vulnerability of caravans
- h) reflect the extent to which traditional lifestyles (whereby some travellers live and work from the same location thereby omitting many travel to work journeys) can contribute to sustainability.

2.8 Paragraph 18 states that:

Local planning authorities should consider, wherever possible, including traveller sites suitable for mixed residential and business uses, having regard to the safety and amenity of the occupants and neighbouring residents. Local planning authorities should consider the scope for identifying separate sites for residential and for business purposes in close proximity to one another if mixed sites are not practical

### **Designing Gypsy and Traveller Sites: Good Practice Guidance (Withdrawn)**

2.9 The Good Practice Guidance<sup>6</sup> was published in 2008. Although this was withdrawn in September 2015 it provides an understanding of the design features of Traveller sites including site location, size and the services and facilities needed to make it operate effectively. It therefore provides a useful starting point to inform the site appraisal criteria. Key points relevant to the SAS are:

- Easy access to local services including transport, education and health services (paragraphs 3.1, 3.2 & 3.4)
- Site should not be situated near refuse sites, industrial processes or other

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<sup>6</sup>[www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/11439/designinggypsytiles.pdf](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/11439/designinggypsytiles.pdf)

- hazardous places (paragraph 3.3)
- Not locating sites in areas of high flooding risk (paragraphs 3.4, 3.20)
- Provide visual and acoustic privacy (paragraphs 3.5 and 3.18)
- Access to utilities services (paragraphs 3.13 to 3.15)
- Sites must not be located on contaminated land (paragraph 3.16)

## Regional

### The London Plan

- 2.10 Policy 3.8 Housing Choice of the London Plan states that Councils “should work with the Mayor and local communities to... ensure that... the accommodation requirements of Gypsies and Travellers... are identified and addressed, with sites identified in line with national policy, in coordination with neighbouring boroughs... as appropriate” (subsection i).

## Local Plan Policies

### Royal Borough of Kensington and Chelsea

- 2.11 The existing local plan for Kensington and Chelsea is the Consolidated Local Plan (2015). Policy CH2(s) Housing Diversity sets out the criteria that additional temporary or permanent sites should meet:
- i. the site can provide for a satisfactory arrangement of pitches, permanent buildings and open space;
  - ii. use of the site would have no significant detrimental effect on the amenity of occupiers of adjoining land;
  - iii. use of the site would be acceptable in terms of the visual amenity;
  - iv. the use could be supported by adequate physical and social infrastructure in the locality
- 2.12 As part of the RBKC’s Local Plan Partial Review Policy CH2(s) has been reviewed. A separate policy, CH6 Gypsy and Traveller Accommodation, proposes the following criteria for assessing additional sites.
- i. The site can provide for a satisfactory arrangement of pitches, permanent buildings and open space;
  - ii. Use of the site would have an acceptable effect on the safety of occupiers of adjoining land;
  - iii. Use of the site would be acceptable in terms of amenity, safety and local environment for future and / or current Gypsy and Traveller occupiers;
  - iv. The use could be supported by adequate physical and social infrastructure (such as access to education, health, welfare and employment) in the locality.

## London Borough of Hammersmith and Fulham

2.13 Policy H5 Gypsies and Traveller Accommodation of the Hammersmith and Fulham Core Strategy (2011) sets out criteria for any additional site to accommodate the specific needs of Gypsies and Travellers in its borough:

- meet local need;
- take account of suitable vehicular access and satisfactory parking, turning and servicing;
- be within close proximity of local facilities and services such as a primary school, local shops and a GP; and
- be designed in such a way that it is compatible with existing and planned uses, fit for the occupants and at the same time does not impact on

2.14 The existing Gypsy and Traveller policy will be superseded by the emerging Local Plan policy. The Local Plan's anticipated adoption date is winter 2017.

## Summary

2.15 Figure 2.1 summarises the main legislation, policy and guidance relating to the GTANA:

Date	Document	Organisation
Mar 2012	National Planning Policy Framework <sup>7</sup>	DCLG
Mar 2014	Planning Practice Guidance <sup>8</sup>	DCLG
Aug 2015	Planning Policy for Travellers Sites (PPTS) <sup>9</sup>	DCLG
2008	Designing Gypsy and Traveller Sites: Good Practice Guidance <sup>10</sup>	DCLG
Mar 2016	The London Plan <sup>11</sup> Policy 3.8 Housing Choice	Mayor of London
Jul 2015	RBKC Consolidated Local Plan <sup>12</sup>	RBKC
Feb 2017	RBKC Local Plan Partial Review Publication Policies <sup>13</sup>	RBKC
Oct 2011	LBHF Core Strategy <sup>14</sup>	LBHF
February 2017	LBHF Submission Local Plan <sup>15</sup>	LBHF

Figure 2.1: Summary of legislation, policy and guidance

<sup>7</sup> [www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/6077/2116950.pdf](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/6077/2116950.pdf)

<sup>8</sup> [www.gov.uk/guidance/housing-and-economic-land-availability-assessment](http://www.gov.uk/guidance/housing-and-economic-land-availability-assessment)

<sup>9</sup> [www.gov.uk/government/publications/planning-policy-for-traveller-sites](http://www.gov.uk/government/publications/planning-policy-for-traveller-sites)

<sup>10</sup> [www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/11439/designinggypsiesites.pdf](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/11439/designinggypsiesites.pdf)

<sup>11</sup> [www.london.gov.uk/what-we-do/planning/london-plan/current-london-plan/](http://www.london.gov.uk/what-we-do/planning/london-plan/current-london-plan/)

<sup>12</sup> [www.rbkc.gov.uk/planning-and-building-control/planning-policy/local-plan/local-plan](http://www.rbkc.gov.uk/planning-and-building-control/planning-policy/local-plan/local-plan)

<sup>13</sup> [www.rbkc.gov.uk/planning-and-building-control/planning-policy/local-plan/local-plan](http://www.rbkc.gov.uk/planning-and-building-control/planning-policy/local-plan/local-plan)

<sup>14</sup> [www.lbhf.gov.uk/planning/planning-policy/local-development-framework/core-strategy](http://www.lbhf.gov.uk/planning/planning-policy/local-development-framework/core-strategy)

<sup>15</sup> [www.lbhf.gov.uk/planning/planning-policy/local-plan](http://www.lbhf.gov.uk/planning/planning-policy/local-plan)

## 3. Methodology

- 3.1 Criteria have been established based on the review of legislation, policy and guidance in Section 2. This takes into account the Planning Policy for Traveller Sites, Designing Gypsy and Traveller Sites: Good Practice Guidance and, adopted and emerging Local Plan policies.
- 3.2 The SAS Methodology seeks to adopt a similar approach used for determining deliverable and developable housing sites in the National Planning Practice Guidance section on Housing and Economic Land Availability Assessment. The approach and criteria does, however, differ to take into account the particular accommodation, and lifestyle needs of the Gypsy and Traveller community. The approach to identifying appropriate sites is to determine if the site is:
- available for a Gypsy and Traveller site
  - suitable for Gypsy and Traveller development
  - achievable (i.e. deliverable within 5 years and viable)
  - developable (i.e. in a suitable location with reasonable prospect that the site is available could be viably developed at the point in time envisaged)

### **Size and number of sites required**

- 3.3 There are no specific site and pitch size requirements for a Gypsy and Traveller sites. In order to inform the authorities on site and pitch sizes, the Designing Gypsy and Traveller Sites Good Practice Guidance (now withdrawn) has been used as it is still considered relevant. The Guidance suggests that Gypsy and Travellers prefer to live on smaller sites with a small number of pitches to accommodate their immediate and extended family. Paragraph 47 states that “site managers and residents alike suggest that a maximum of 15 pitches is conducive of providing a comfortable environment which is easy to manage. However, smaller sites of between 3-4 pitches can also be successful, particularly where designed for one extended family”.
- 3.4 Using the range in the Guidance suggests between 1 to 3 additional sites may be required to accommodate the need arising across the two boroughs.
- 3.5 In reality the number of sites required to meet needs will be determined by the size and availability of land in the area. As a guide, Stable Way is 0.44ha in size accommodating 20 pitches. The density of Stable Way is therefore 45.5 pitches/ha. Whilst this can be used to indicate an estimation of potential capacity in the site appraisal, further work would be required to establish the deliverable capacity for each deliverable and developable site.

## Identifying Sites for Appraisal

- 3.6 As part of the GTANA survey Traveller respondents were asked if they knew of any potentially suitable sites or locations/land in Kensington & Chelsea or Hammersmith & Fulham that could be considered for Traveller accommodation.
- 3.7 The respondents suggested the following areas for the Councils to consider.
- Land adjacent to Stable Way (RBKC)
  - Scrubs Lane - waste land (LBHF)
  - Scrubs Lane - grassland (LBHF)
  - Scrubs Park, Scrubs Lane (LBHF)
  - Land behind Supermarket (Kensal Rise) (RBKC)
  - Mini Scrubs - piece of land on Scrubs Lane. (LBHF)
- 3.8 In addition to the locations identified in the GTANA survey, the two Councils will use the following sources of information to identify additional sites for appraisal in respective boroughs:
- Local Plan “Call for Sites” representations
  - Desktop research
  - Strategic Housing Land Availability Assessments
  - Council owned land
  - Register of surplus public land<sup>16</sup>
  - London Land Commission Register<sup>17</sup>
  - National Land Use Database of Previously Developed Land 2012<sup>18</sup>

## Appraisal Criteria

- 3.9 The National Planning Practice Guidance outlines that policy constraints should be included in the assessment and should be clearly set out, including where they restrict development. In this respect, the site appraisal criteria include a broad range of factors to assess sites. Guidance is provided on the type of information that should be collected to make an informed judgement on the suitability of sites. The PPTS also outlines some key considerations in determining sites for Gypsy and Travellers.
- 3.10 The Councils will assess availability through establishing whether the site is subject to existing land use planning designations and or allocations, planning history, determining land ownership and whether the site would be made available by land owners for the intended use. Land in the ownership of the Councils may be more readily available compared to sites in private ownership. These would however be subject to the outcome of discussions with the Councils’ property teams and may be subject to formal Council decision making processes.

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<sup>16</sup> <https://data.gov.uk/dataset/epims>

<sup>17</sup> <https://maps.london.gov.uk/webmaps/LLC/>

<sup>18</sup> [www.gov.uk/government/collections/national-land-use-database-of-previously-developed-land-nlud-pdl](http://www.gov.uk/government/collections/national-land-use-database-of-previously-developed-land-nlud-pdl)

3.11 The NPPG states that a site is considered achievable for development where there is a reasonable prospect that the particular type of development will be developed on the site at a particular point in time. This is essentially a judgement about the economic viability of a site, and the capacity of the developer to complete and let or sell the development over a certain period. Whilst it may not be possible to undertake individual viability assessments for each site being appraised, it will be essential to identify constraints or circumstances that could attract abnormal costs if the site were to be developed. Consideration of viability also includes the potential for development to attract grant funding. The GLA operates a fund available to Councils to assist in delivering additional Gypsy and Traveller pitches/sites. The amount available to Councils for proposals will be dependent on the nature of the scheme and the amount of money bid for, however in most cases will unlikely cover the full costs of development.

3.12 The site appraisal template form below shows the appraisal criteria.

<b>Site address and plan</b>	
<b><u>Site information</u></b>	
Site Reference	
Landowner	
Agent	
Site Area (ha)	
Site origin	How has the site been identified? e.g. call for sites, GTANA survey, Council search etc.
Estimated capacity	Estimation of pitches the site could accommodate
<b><u>Suitability</u></b>	
Existing use	What is the existing use of the site, is it brownfield / PDL / Greenfield land? Does the existing use prohibit the possibility of a Gypsy and Traveller site?
Site Description	A description of the site, its location, boundary treatment and surrounding uses.
Proximity to existing Gypsy and Traveller community and settled community	Is the site in an isolated area? Would development of a Gypsy and Traveller site promote peaceful and integrated co-existing between communities?
National / London Policy	Are there any land use designations that would prohibit the site from being considered for Gypsy and Traveller use?
Local Policy	Are there any land use designations that would prohibit the site from being considered for Gypsy and Traveller use?

Planning History	Are there any extant planning permissions which would affect the availability or deliverability of the site? Is there a history of unimplemented permissions?
Impact on local character / Townscape	Would development impact on local character or townscape? Would development of a Gypsy and Traveller site be in keeping with the form and scale of development in the surrounding area? Could impacts be overcome?
Ecological and biodiversity impacts	Would the development impact on ecology and biodiversity in the area?
Trees	Are there any trees on the site that would require felling, or TPOs which would limit the developable area?
Heritage impacts	Would the development have an impact on heritage assets such as conservation area, listed buildings, SAMs etc.
Safety	Are there any existing or potential safety concerns for future occupants if the site were to be developed? Could these concerns be overcome?
Flooding and drainage	Whether the site is located in Flood Zone 2 or 3 Whether the site is within a Critical Drainage Area
Access to local Services	Whether there is access to the following local services nearby: Health Education Employment Shopping
Utilities infrastructure	Is the site served by existing utility services? Is the site able to be served by utility services if developed?
Physical Constraints	Identification of physical constraints that would prohibit development or could potentially affect the deliverability of the site
Public Transport	Public Transport Accessibility Level (PTAL) rating and proximity to public transport to ensure that the site is in an accessible location.
Air quality / noise	Are there air quality and/or noise pollution concerns for future occupants if the site were to be developed?

Suitability Conclusion	
<b><u>Availability</u></b>	
Is the site available for Gypsy and Traveller use?	<p>Is the landowner willing to develop the land for Gypsy and Traveller use?</p> <p>Are there any legal constraints (multiple owners, tenancies, etc.) that would prohibit the site from being available?</p> <p>Is the land identified in a plan or strategy for another use?</p> <p>When can identified issues realistically be overcome?</p>
Availability conclusion	
<b><u>Achievability</u></b>	
Identification of any abnormal costs or other constraints to development which would prevent or delay the site being delivered.	<p>Whether any constraints to delivery could be overcome e.g.</p> <p>Remediation works required?</p> <p>Whether there are any abnormal costs that could prohibit the site from being viably developed?</p> <p>The market attractiveness for the type of development being proposed</p>
When could the site be delivered?	<p>If considered suitable and available, when could the site likely be developed?</p> <p>If there are constraints that need to be overcome, when could the site likely be developed?</p>
Achievability conclusion	
<b><u>Overall Conclusion</u></b>	
Is the site suitable, available and achievable? Are there any aspects of the site which would require further investigation?	