



Havering
LONDON BOROUGH

Havering Local Plan 2016-2031
Green Belt Study 2016

Havering
Making a Greater London



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Executive summary

Background and context

This reports presents the conclusions of the strategic assessment of Havering's Green Belt. The Green Belt study has been formed by the Council in association with Peter Brett Associates and Enderby Associates. The purpose of the study is to assess if the Green Belt is fit for purpose, to inform decisions in the Local Plan.

The full extent of the Green Belt in the borough has been assessed to determine its contribution to Green Belt purposes as defined in the National Planning Policy Framework (NPPF).

Table .1 Green Belt Purposes (NPPF Paragraph 80)

- To check the unrestricted sprawl of large built-up areas
- To prevent neighbouring towns merging into one another
- To assist in safeguarding the countryside from encroachment
- To preserve the setting and spatial character of historic towns
- To assist in urban regeneration, by encouraging the recycling of derelict and other urban land.

Method

Although all five purposes of the Green Belt have been looked at as a starting point, it was agreed based on best practice that the study assesses the first three purposes in more detail. To aid the assessments, the Green Belt in the borough has been divided into strategic parcels. The parcels have been assessed based on a desk based review and site visits. A performance value has been contributed to the parcels for each purpose, based on predefined criteria. The overall value to the Green Belt has been defined by the highest scoring purpose as all purposes are of equal value and could be a reason for Green Belt inclusion in their own right.

Findings

A total of 24 parcels have been identified. All parcels are found to make a contribution to Green Belt purposes. Despite that there is a variation on performance of the parcels to individual purposes, it was found that 19 of the parcels make a fundamental contribution. A further 4 parcels make a high or moderate/high contribution. Only one parcels makes a low contribution. However, this parcel provides valuable recreational uses in line with the objectives of the Green Belt.

The findings of this study will together with other evidence be used to inform decisions in the Local Plan. In line with the NPPF exceptional circumstances will need to be demonstrated to alter Green Belt boundaries.

1 Background and context

1.1 Purpose of the Green Belt Study

- 1.1.1** The Green Belt study forms part of the evidence base supporting the Havering Local Plan. Its purpose is to review the extent of the Green Belt to make sure its designation is fit for purpose. This informs decisions in the Local Plan.
- 1.1.2** This study is lead and initiated by the Council, and performed in co-operation with Peter Brett Associates (PBA) and Enderby Associates. The method was jointly developed by the Council and PBA. Enderby Associates performed the parcel assessments. The final report has been written by the Council and critically reviewed by PBA to make sure its findings are robust. The working arrangements are clearly set out in the method section.

1.2 National Planning Policy Framework

- 1.2.1** National policy on Green Belts is set out in the National Planning Policy Framework (NPPF) published in March 2012. This Green Belt Study is undertaken in the context of national policy. There is no published guidance on how a Green Belt Study should be undertaken. Green Belt is a strategic policy tool which has been used to restrict development around and between towns and cities. The NPPF establishes five purposes for including land within the Green Belt. These are:

Table 1.1 Green Belt Purposes (NPPF Paragraph 80)

- To check the unrestricted sprawl of large built-up areas
- To prevent neighbouring towns merging into one another
- To assist in safeguarding the countryside from encroachment
- To preserve the setting and spatial character of historic towns
- To assist in urban regeneration, by encouraging the recycling of derelict and other urban land.

1.3 The London Plan

- 1.3.1** The London Plan was altered in March 2015 with the 'Further Alterations to the London Plan' adoption, which was followed by the adoption of 'Minor Alterations to the London Plan' in March 2016. The London Plan sets out the policy framework for the Mayor's own decisions on the strategic planning applications referred to him and sets out the strategic, London-wide policy context within which boroughs should set their detailed local planning policies. Borough Local Plans should be in general conformity with the London Plan.
- 1.3.2** The London Plan emphasises that the Mayor strongly supports the current extent of London's Green Belt, its extension in appropriate circumstances and its protection from inappropriate development (Policy 7.16). In line with this the London Plan strategy to increase housing supply (Policy 3.3) is focused on releasing brownfield housing capacity through the existing spatial structure.

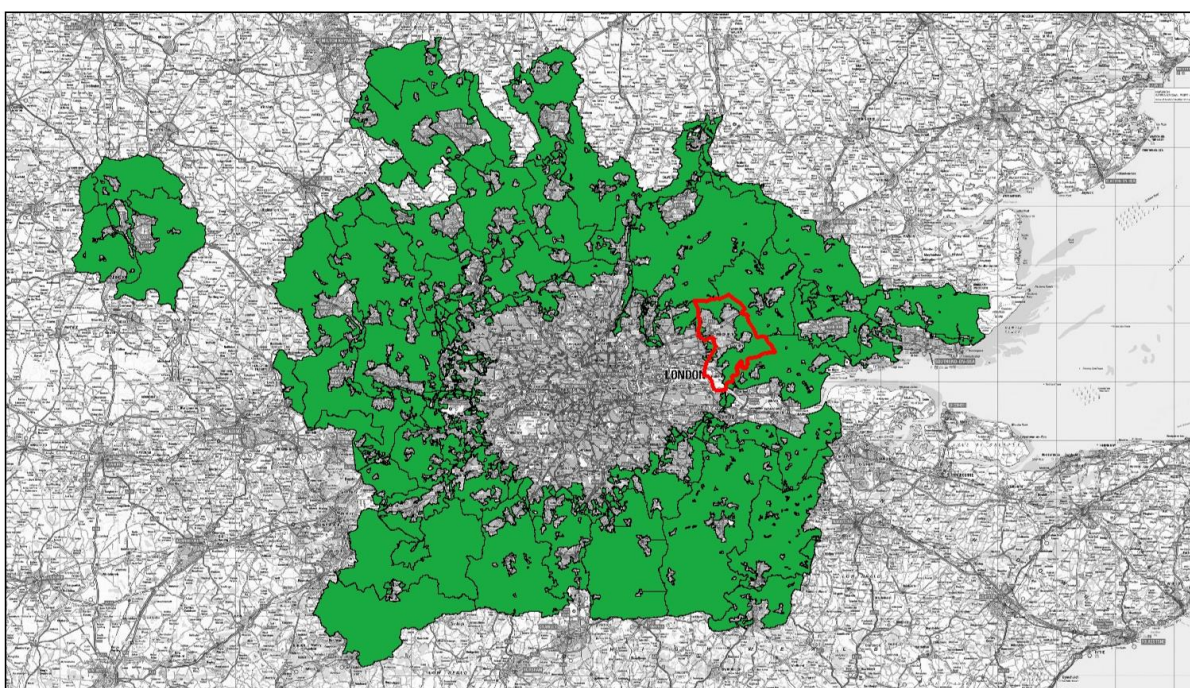
1.4 The Havering Local Plan

- 1.4.1** The London Borough of Havering is preparing a new Local Plan to replace the 2008 Local Development Framework. A Detailed Sites Local Plan will be prepared separately and at a later stage.
- 1.4.2** As part of this process the Council is undertaking a Green Belt Study which will form part of the evidence base used to support the Local Plan and its policies. The preparation of the new Local Plan presents the opportunity to review the Green Belt boundary to ensure that it is appropriate for the next 15 years and beyond.
- 1.4.3** The spatial strategy of the Havering Local Plan will direct the majority of growth to the Rainham and Beam Park area and Romford Town Centre, and a set of regeneration sites. The strategy for the rest of the borough will be based on maintaining and enhancing of existing communities.

1.5 The London Metropolitan Green Belt

- 1.5.1** The Green Belt is regarded as a central tenet of spatial planning in London. It was introduced in 1938 by the London County Council (LCC), who proposed the creation of a Green Belt around London. Implementation started with the passing of the Green Belt (London and Home Counties) Act where land encircling London was bought by the LCC and safeguarded from development. Following this, the 1947 Town and Country Planning Act, allowed authorities across the country to include Green Belts in their development plans, and the first Green Belts were designated in 1955.

Figure 1 Havering in respect to wider Metropolitan Green Belt



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- 1.5.2** The original vision of the London Metropolitan Green Belt was to act as a barrier to London's expansion. Even if Green Belt land was neither green nor particularly attractive scenically, the essential function of the Green Belt was to stop further urban development. Thus Green Belt land is strictly protected from development. As such, London's Metropolitan Green Belt has restricted the supply of land for development such as housing for more than two generations.

1.6 Havering's Green Belt

- 1.6.1** Havering is located on the north eastern edge of London. It is the third largest borough in Greater London at around 40 square miles. More than half of the borough lies within the Metropolitan Green Belt, as shown in Annex A. It has proved effective in preventing urban sprawl, particularly preventing London from merging with urban areas in Essex. Havering's Green Belt has helped stop the urban areas within the Borough merging with both London and Essex urban areas. The Green Belt accommodates a network of pathways and bridleways that form 'green chains' throughout the countryside. The Green Belt has helped maintain a valuable recreational resource on the metropolitan edge, particularly through Country Parks and the Thames Chase Community Forest.
- 1.6.2** Not all of Havering's Green Belt is green, nor does it have a single character or use. Land within the Green Belt can vary from open countryside to poor-quality scrubland, and uses within the Green Belt vary greatly. They include agriculture and recreational uses which account for a large proportion of Green Belt land, an airfield, water treatment works, active and former mineral extraction sites, unused hospitals and golf courses. Within these locations the diversity of landscape and wildlife is considerable. Additionally not all Green Belt land in Havering is accessible to the public, much of it is privately owned by a range of landowners.

1.6.3 Following the 1957 Initial Development Plan, Havering's Green Belt has been altered twice. The first alteration was in 1993 as part of Havering's Unitary Development Plan. The Council took full account of housing supply and demand issues, and considered there to be exceptional circumstances that justified the revision of the Green Belt boundary to include five additional sites within the Green Belt.

1.6.4 The last alteration to Havering's Green Belt was in 2008 as part of the Local Development Framework. The Council considered there to be exceptional circumstances which warranted the removal of three sites from the Green Belt.

1.7 Working across local authority boundaries

1.7.1 Havering's (lower tier, where applicable) neighbouring local authorities are:

- Brentwood Borough Council;
- Epping Forest District Council;
- London Borough of Barking and Dagenham;
- London Borough of Redbridge; and
- Thurrock Council.

1.7.2 Each of the neighbouring authorities are undertaking Green Belt Assessment studies and are at various stages of production and have different reasons for undertaking their studies, as summarised below:

Table 1.2 Status of Green Belt studies neighbouring local authorities as of October 2016

Local Authority	Status of Green Belt study	Purpose of Green Belt study
Brentwood Borough Council	Draft 'Assessment of Housing, Employment and Mixed Use sites in the Green Belt' (working draft published March 2016).	The Draft Local Plan looks to release sites in the Green Belt for residential, employment and mixed-use development.
Epping Forest District Council	High level (Stage 1) Green Belt review published in Sept. 2015, Stage 2 published as part of Draft Local Plan in October 2016 .	The Draft Local Plan proposes sites for release from the Green Belt to provide for sustainable development, largely informed by the Stage 2 report.
London Borough of Barking and Dagenham	Green Belt review is currently ongoing.	tbc
London Borough of Redbridge	Various stages of Green Belt review have been completed and published. Review completed in 2010.	Release of sites in the Green Belt are proposed in the proposed-submission Local Plan 2016
Thurrock Council	Green Belt study currently in progress.	As part of preparation of the new Local Plan sites for urban extensions in the Green Belt are sought.

1.7.3 Havering Council has co-operated with each of the above authorities to inform the Green Belt Study. Its relationship between neighbouring authorities, in relation to the Metropolitan Green Belt issue is therefore carefully considered.

1.7.4 The Council has also engaged with Essex County Council and the Great London Authority (GLA) regarding the Green Belt.

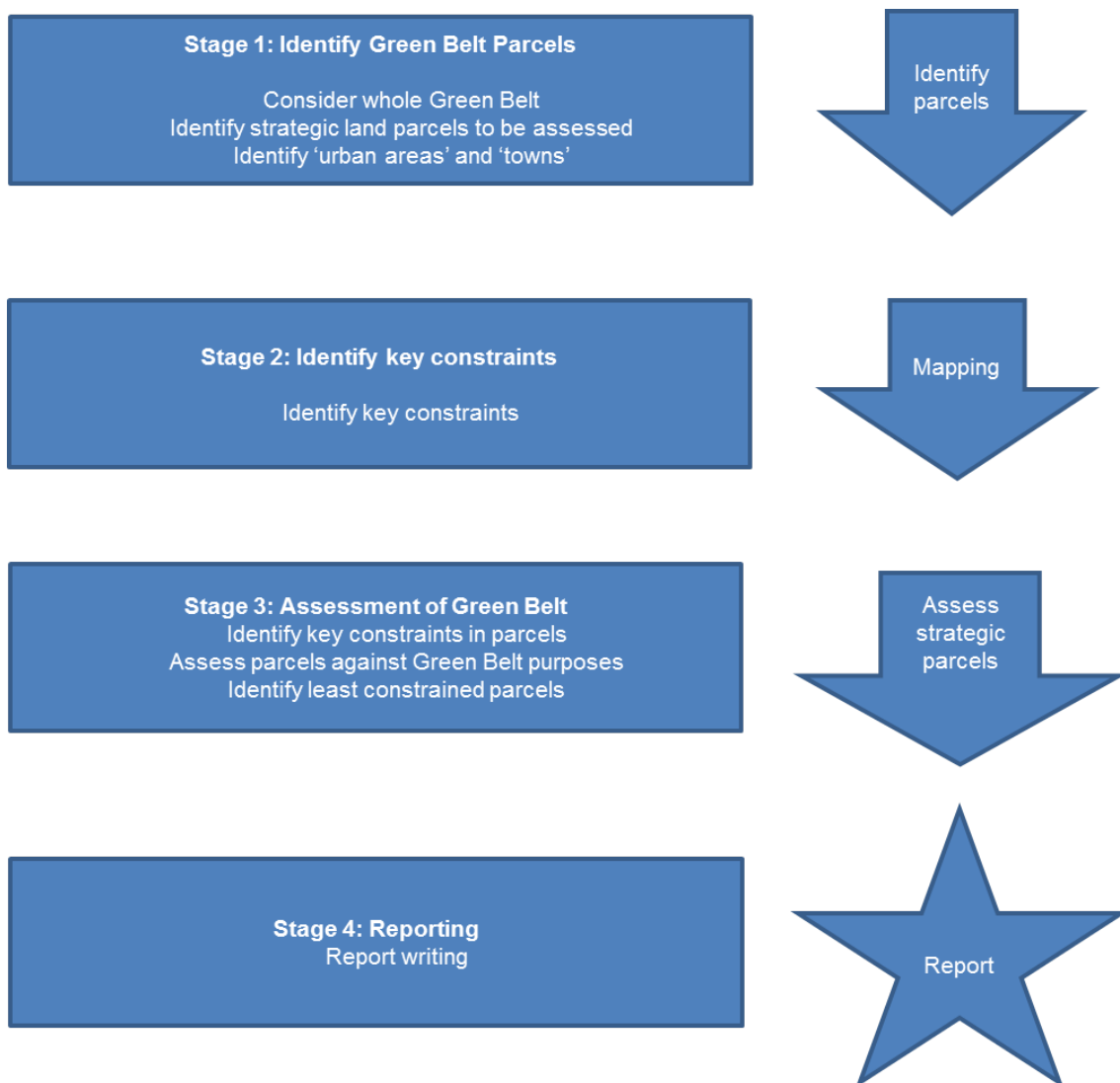
2 How the study was done

2.1 Introduction

2.1.1 There is no set method for performing a Green Belt study. This section sets out the methodology for the strategic Green Belt Assessment and reflects recognised good practice. It has been prepared in conjunction with PBA drawing on their experience with Green Belt studies.

2.1.2 The Green Belt Assessment is carried out in a number of stages, resulting in the identification of areas of land with the least contribution to Green Belt purposes. The stages of the study are outlined in the diagram below.

Figure 2 Green Belt Study stages



2.2 Area of Study - Havering's settlements

2.2.1 The urban area of Havering has evolved over the years by the merging of settlements and by urban extensions. The original settlements of Romford, Hornchurch, Upminster, Cranham and Rainham have, due to development, merged into one large urban area, while keeping their distinct character. For the purpose of this study the urban area of Havering is therefore considered as a single 'large built-up area'. Havering has several smaller settlements located in the Green Belt, most notably Havering-atte-Bower and Noak Hill but these are not 'towns' for the purposes of the assessment.

- 2.2.2** In each of the neighbouring local authorities large built-up areas can be distinguished. These are largely separated from the Havering urban area by Green Belt land. The Barking and Dagenham urban area is located west of Havering. The urban areas of Havering and Barking and Dagenham come together in the London Riverside area in the south of the borough. The Hainault urban area, in the London Borough of Redbridge, is located to the northwest of Havering. The Thurrock urban area to the southeast of Havering includes the separate settlements north of the A13, including the separate town of South Ockendon. The Brentwood urban area is located northeast of Havering, and is classified as a main town (Brentwood Draft Local Plan, 2016). The urban area and towns in Epping Forest are located to the north of the borough, but are not in close enough proximity to be considered relevant in this study.
- 2.2.3** A map showing the classification of large built-up areas, towns and other settlements as used for this study is included in Annex B.

2.3 Identify parcels of assessment

- 2.3.1** Areas have been broken down into identifiable strategic parcels and each of these parcels has been assessed in terms of their contribution to Green Belt purposes as defined in the NPPF. This identifies parcels considered to be most and least suitable for further study if required.
- 2.3.2** The identification of these strategic parcels of land has been informed through desk based review and site survey work. The identification of the parcels has been based on the following;
- Broad landscape characteristics; and
 - Features on the ground which could provide boundaries that are 'readily recognisable and likely to be permanent' (consistent with the requirements of NPPF para 85), as identified from site work and from the use of mapping information.
- 2.3.3** In considering which parcels should be assessed, it was appropriate to look across administrative borough boundaries because Green Belt issues do not necessarily respect these sometimes artificial lines. However, where the administrative boundaries are based on clearly defined natural or manmade features, these have been used.
- 2.3.4** The whole of the Green Belt within Havering Borough has been assessed against the purposes of the Green Belt notwithstanding the fact that significant areas are constrained by 'high level' constraints (such as flood risk). Therefore the whole Green Belt has been divided into parcels.
- 2.3.5** As part of the desk based review the Land of the Fanns Landscape Character Assessment (February 2016) has been used to inform the assessment of the landscape character of the parcels. This has been initiated by the Land of the Fanns Landscape Partnership, which covers a large extent of Havering's countryside. The landscape character was used to identify parcel boundaries and provide additional context of the parcels, but has not informed the assessment of the Green Belt purposes.

2.4 Consider key constraints

- 2.4.1** This stage identified key constraints which would normally exclude certain areas from development. These key constraints have been discussed with neighbouring local planning authorities. Key constraints considered are as follows:
- Conservation Area
 - Country Park
 - Flood Zone 3
 - Local Nature Reserve
 - National Nature Reserve
 - Nature Improvement Areas
 - Ramsar Site
 - Registered Parks and Gardens
 - Scheduled Monuments

- Sites of Special Scientific interest
- Special Area of Conservation

2.4.2 Earlier on was mentioned that the above constraints have not been used to exclude areas from parcels. Instead have they been used in the parcel assessments to identify if (parts of) parcels are constrained from development.

2.5 Assessment of the Green Belt

2.5.1 After the parcels have been identified, each has been assessed in terms of its performance in fulfilling Green Belt purposes. The parcel assessments have been performed by Enderby Associates, as specialist landscape architect services were required to assure robust assessments.

2.5.2 The starting point was to consider all five Green Belt purposes and whether they are applicable to Havering. It has been agreed in line with best practice that the first three purposes are applicable to Havering, with the last two purposes not applicable, as set out below.

2.5.3 The study examines the parcels by using the first three of the Green Belt purposes for including land in the Green Belt set out in the NPPF:

1. to restrict the unrestricted sprawl of large built-up areas;
2. to prevent neighbouring towns from merging into one another; and
3. to assist in safeguarding the countryside from encroachment.

2.5.4 The fourth purpose of Green Belts is to 'preserve the setting and special character of historic towns'. There are no towns in the Borough which may be regarded as having a particularly 'special' historic character or where such character is particularly derived from or complemented by its landscape setting (such as is the case, for example, at Oxford or York, which are both historic towns surrounded by Green Belt which contributes to their special historic character and setting). The Borough contains a number of Conservation Areas but, in the main, these are parts of smaller settlements. Whilst there may be a noticeable relationship between such areas and their surroundings which contributes to their local character and setting, these areas within such settlements are not considered relevant to the strategic nature of this Green Belt purpose. However, where distinct relationships between Conservation Areas and Green Belt land beyond are noted this will be referred to in the consideration of the third Green Belt purpose in the context of the protection that this purpose provides in safeguarding such countryside from inappropriate development and hence maintain this relationship. However, the presence of Conservation Areas has not contributed to the rating of this or any other Green Belt purpose.

2.5.5 It is considered that all parcels contribute equally to the purpose 'to assist in urban regeneration, by encouraging the recycling of derelict land'. It is the overall restrictive nature of having Green Belt policy that encourages regeneration and the re-use of previously used land by stifling the supply of other land. All parcels are therefore considered to contribute to this purpose, but is not possible to distinguish between different parcels on this basis. This purpose is therefore not further assessed in this study.

2.5.6 Annex D provides the sample parcel assessment sheet which has been used within the Green Belt Parcel assessment. Besides the assessment of the Green Belt purposes, the parcel assessment sheets provide an overview of the parcel characteristics. This provide additional context to the parcels, but does not influence the rating of the Green Belt purposes.

2.5.7 The tables below outline the criteria against which the parcels have been assessed in respect of the Green Belt purposes used in the assessment. The assessment is based on whether development would fundamentally, substantially or significantly impact on the Green Belt purpose. These terms are defined below through the identified characteristics which provide the basis for categorising different parcels of land against the different Green Belt purposes. After the individual parcels have been assessed against each of the three purposes, an assessment was undertaken to provide an overall judgement of the contribution they make to the Green Belt.

Purpose 1 – To check the unrestricted sprawl of large built-up areas

Table 2.1 Green Belt Purpose 1 - To check the unrestricted sprawl of large built-up areas

Criteria	Fulfilment of Green Belt Purpose	
<p>Land where strategic level of development would conflict fundamentally with Green Belt purpose.</p> <ul style="list-style-type: none"> ■ The land provides a distinct, well-defined area that contains the large built up area and provides strong containment that prevents the perception of 'sprawl'. ■ There may be/is no alternative strong physical/landscape boundary(s) further from the edge of the large built-up area that would perform a similar role in containing growth and ensuring a 'good fit' for development - strategic level of development may lead to perception of uncontained growth. ■ The land may/may not be affected already by the existing physical/visual presence of the large built up area and may have a varied character. 	<p>Paramount importance to Green Belt Purpose</p> <p>Continued inclusion within Green Belt of paramount importance</p>	<p>Paramount</p>
<p>Land where strategic level of development would conflict substantially with Green Belt purpose.</p> <ul style="list-style-type: none"> ■ The land contains/contributes to the containment of the large built up area (although its character may be influenced by it). ■ Strategic level of development has potential to create perception of poorly contained growth, although other physical/landscape boundaries may exist further from the edge of the large built up area that could define and contain growth and prevent the perception of 'sprawl' (although these may require reinforcement to achieve a well-defined limit to development and a new Green Belt boundary). 	<p>Major importance to Green Belt Purpose</p> <p>Continued inclusion within Green Belt of major importance</p>	<p>Major</p>
<p>Land where strategic level of development would conflict significantly with Green Belt purpose.</p> <ul style="list-style-type: none"> ● The land provides some containment of the large built up area although it is significantly influenced by its presence and related features/land uses leading to a poorly defined edge, or it may be slightly removed from the edge of the large built up area and therefore contribute less to the purpose (other land closer to the edge performs the function of containment). 	<p>Moderate importance to Green Belt Purpose</p> <p>Continued inclusion within Green Belt of moderate importance</p>	<p>Moderate</p>
<p>Land where strategic level of development would have negligible impact on this purpose of Green Belt.</p> <ul style="list-style-type: none"> ■ The land may be physically <u>and</u> visually related to the large built up area and already perceived to be part of/or closely related to the built up area, giving a poorly defined edge and possibly the perception of 'sprawl'; or is an area that has very little relationship to the large built up area and of little importance to containing 'sprawl' (land closer to the built up area fulfils this function to a greater degree). ■ Development may allow opportunities for enhancement of degraded land and the definition of a stronger long-term Green Belt boundary, or there are other strong boundaries that would contain development. 	<p>Slight/Negligible importance to Green Belt Purpose</p> <p>Continued inclusion within Green Belt of minor/negligible importance</p>	<p>Slight/Negligible</p>
<p>Land where strategic level of development would have no impact on this purpose of Green Belt.</p>	<p>No importance to Green Belt Purpose</p>	<p>None</p>

Criteria	Fulfilment of Green Belt Purpose
<ul style="list-style-type: none"> ■ Land is largely contained by existing development and already forms part of, and is perceived as, part of the large built up area ; or ■ Land is unrelated/has no significant relationship with a large built up area. 	Continued inclusion within Green Belt of no importance

Purpose 2 – To prevent neighbouring towns from merging into one another

Table 2.2 Green Belt Purpose 2 - To prevent neighbouring towns from merging into one another (see Note 1 below)

Criteria	Fulfilment of Green Belt Purpose
<p>Land that is fundamental to physical separation of neighbouring towns.</p> <ul style="list-style-type: none"> ● Any significant reduction in extent would result in physical coalescence, or a perception of merging that would erode the distinct separate identity and character of the towns. 	<p>Paramount importance to Green Belt Purpose</p> <p>Continued inclusion within Green Belt of paramount importance</p> <p>Paramount</p>
<p>Land that provides substantial contribution to separation between neighbouring towns.</p> <ul style="list-style-type: none"> ■ Some development may be possible without causing merger or perception of merging between the towns. 	<p>Major importance to Green Belt Purpose</p> <p>Continued inclusion within Green Belt of major importance</p> <p>Major</p>
<p>Land that provides significant contribution to separation between neighbouring towns.</p> <ul style="list-style-type: none"> ■ Land may be part of a substantial gap (3km or more) between neighbouring towns with separate identities. ■ Land where well planned strategic level of development unlikely to result in merger or a perception of merging as a consequence of inter-visibility (although intervening smaller settlements within Green Belt may be affected significantly by reduction of separation, merger or inter-visibility). 	<p>Moderate importance to Green Belt Purpose</p> <p>Continued inclusion within Green Belt of moderate importance</p> <p>Moderate</p>
<p>Land does not lie between towns or makes negligible contribution to separation; or land does not provide strategic level of separation.</p> <ul style="list-style-type: none"> ■ Strategic level of development would have little impact on this Green Belt purpose, although smaller settlements may be affected by reduction in separation, merger, or inter-visibility depending on their proximity to the existing edge of the town. ■ Other strong/well-defined boundary(s) may exist to restrain growth/prevent merging. ■ Width of Green Belt may already be narrower at an adjacent location. 	<p>Slight/Negligible importance to Green Belt Purpose</p> <p>Continued inclusion within Green Belt of minor/negligible importance</p> <p>Slight/ Negligible</p>
<p>Land does not lie between towns and makes no contribution to separation.</p> <ul style="list-style-type: none"> ■ It may lie between parts of the same town and fulfil a local purpose of maintaining the separation/identity of communities. 	<p>No importance to Green Belt Purpose</p> <p>None</p>

Criteria	Fulfilment of Green Belt Purpose	
	Continued inclusion within Green Belt of no importance	

Purpose 3 – To assist in safeguarding the countryside from encroachment

Table 2.3 Green Belt Purpose 3 - To assist in safeguarding the countryside from encroachment

Criteria	Fulfilment of Green Belt Purpose	
<p>Countryside is fundamental to the purpose of retaining land within Green Belt.</p> <ul style="list-style-type: none"> Land possesses a strong, unspoilt rural character which Green Belt designation protects. 	<p>Paramount importance to Green Belt Purpose</p> <p>Continued inclusion within Green Belt of paramount importance</p>	Paramount
<p>Countryside is of substantial importance to the purpose of retaining land within the Green Belt.</p> <ul style="list-style-type: none"> Land possesses a predominantly rural character. There may be other constraints (such as a noticeable landscape feature) that would limit encroachment but the Green Belt provides valuable protection. 	<p>Major importance to Green Belt Purpose</p> <p>Continued inclusion within Green Belt of major importance</p>	Major
<p>Countryside is of significant importance to the purpose of retaining land within the Green Belt.</p> <ul style="list-style-type: none"> There may already be a perception of significant encroachment by development (or other uses, such as large scale mineral extraction) and land may possess a semi-rural character. There may be other constraints to further encroachment. 	<p>Moderate importance to Green Belt Purpose</p> <p>Continued inclusion within Green Belt of moderate importance</p>	Moderate
<p>Countryside is of negligible importance to the purpose of retaining land within the Green Belt.</p> <ul style="list-style-type: none"> Land may possess a semi-urban character and is no longer perceived to be part of the open countryside. It may contain degraded land that provides opportunities for enhancement. 	<p>Slight/Negligible importance to Green Belt Purpose</p> <p>Continued inclusion within Green Belt of minor/negligible importance</p>	Slight/ Negligible
<p>Countryside is no importance to this purpose of Green Belt.</p> <ul style="list-style-type: none"> Land forms very narrow area between existing parts of an urban area or other strong boundary. Such areas may be protected by other policies/designations (such as open space or Green Wedge). 	<p>No importance to Green Belt Purpose</p> <p>Continued inclusion within Green Belt of no importance</p>	None

Overall contribution of assessed parcels to Havering's Green Belt

2.5.8 The assessment of parcels against individual purposes is then combined to give an overall judgement of the performance of each parcel to the Green Belt. All purposes are considered to be of equal importance, and could on their own justify inclusion in the Green Belt. The overall judgement for each parcel is therefore based on the highest performance on the three purposes instead of cumulative or combined scoring. This is consistent with best practice.

Table 2.4 Contribution of parcels to Green Belt based upon assessment of Green Belt purposes 1-3

Criteria	Overall contribution to Green Belt
One or more Green Belt purpose(s) is considered to be of Paramount importance.	Fundamental contribution to Green Belt
One or more Green Belt purpose(s) is considered to be of Major importance; there are no purposes that are of Paramount importance.	High contribution to Green Belt
One or more Green Belt purpose(s) is considered to be of Moderate importance; there are no purposes that are of Paramount or Major importance.	Moderate contribution to Green Belt
One or more Green Belt purpose(s) is considered to be of Slight/Negligible importance; there are no purposes that are of Paramount, Major or Moderate importance.	Low contribution to Green Belt

3 Findings of the study

3.1 Introduction

- 3.1.1** For the purpose of this study the Green Belt in the borough has been divided into 24 parcels. A map showing the parcels and parcel numbers can be found in Annex C. In some instances the parcels cross the borough boundary as this is not always made up of recognisable features on the ground. However, the results of this study only apply to the areas of land within Havering.
- 3.1.2** This is especially the case in Thurrock, where several parcels overlap. Thurrock Council has performed a Green Belt study at the same time as Havering. Parcel boundaries have therefore been agreed between Havering and Thurrock. As the parcel assessments in Thurrock have also been performed by Enderby/PBA, these have been based on the same methodology which ensured consistency in approach and results.
- 3.1.3** In the following sections the results of the parcel assessments against the first three purposes of the Green Belt as defined in the NPPF will be presented. Firstly, an overview of the performance of each of the parcels against the Green Belt purposes will be presented. This will be followed by a summary of the performance of parcels against the individual purposes.
- 3.1.4** For the detailed scoring of the individual parcels is referred to Annex F, which contains the parcel assessment forms.

3.2 Overall contribution to Green Belt and overview

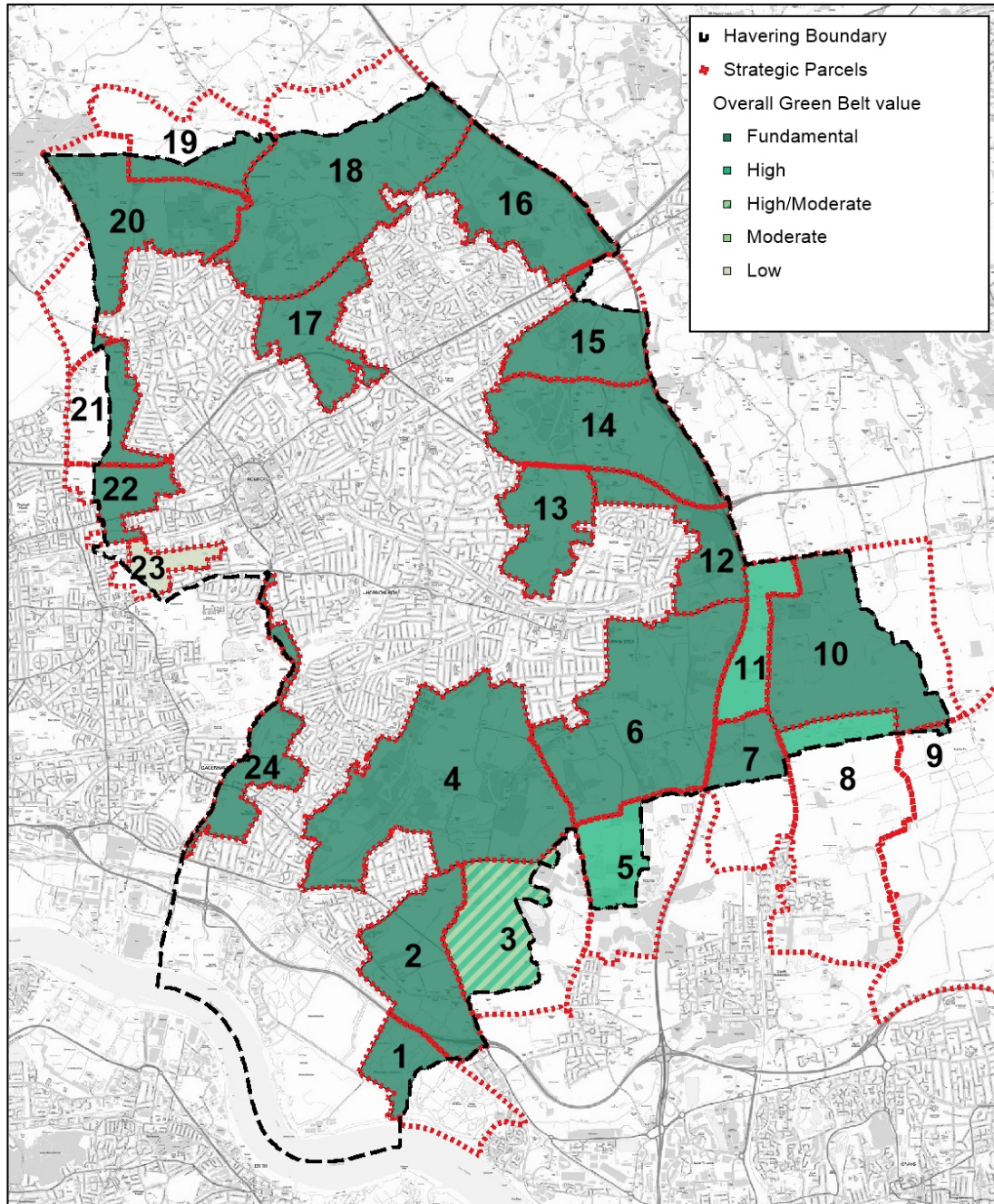
- 3.2.1** Table 3.1 'Overview table parcel assessments Green Belt Study' presents the findings of the parcel assessments for each purpose. Additionally, a column has been added which presents the overall contribution of the parcels to the Green Belt.
- 3.2.2** The assessments of the Green Belt parcels in the borough have shown that all of Havering's Green Belt contribute to purposes of the Green Belt as provided by the NPPF. Nineteen of the parcels make a fundamental contribution to the Green Belt. Three parcels, 5, 8 and 11, make a high contribution due to their countryside qualities.
- 3.2.3** The contribution of the land within parcel 3 varies between high and moderate, which is largely due to the mineral extraction/landfilling in the area which adversely affects the character of the countryside. However, the more rural appearance is expected to be re-established via restoration upon cessation of use.
- 3.2.4** Only one parcel is found to provide a low contribution to Green Belt purposes; parcel 23. It makes a limited contribution to two purposes. It plays a role in preventing the merging of towns with its location in the corridor between Romford and Dagenham. In addition, the parcel is fulfilling an objective of the Green Belt by providing valuable open and recreational space in the Green Belt.
- 3.2.5** Map 1 'Overall contribution to Green Belt' displays the overall Green Belt contribution as presented in Table 3.1 'Overview table parcel assessments Green Belt Study'. Maps showing the performance of the parcels against the individual purposes can be found in Annex D.


Table 3.1 Overview table parcel assessments Green Belt Study




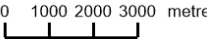
Parcel number	Purpose 1: To check the unrestricted sprawl of large built-up areas	Purpose 2: To prevent neighbouring towns from merging into one another	Purpose 3: To assist in safeguarding the countryside from encroachment	Overall contribution to Green Belt
1	Major	Slight/Negligible	Paramount	Fundamental
2	Paramount	Major	Major	Fundamental
3	Slight/Negligible	None	Major/Moderate	High/moderate
4	Paramount	Slight/Negligible	Major	Fundamental
5	None	None	Major	High
6	Paramount	Slight/Negligible	Major	Fundamental
7	None	None	Paramount	Fundamental
8	None	None	Major	High
9	None	None	Paramount	Fundamental
10	None	None	Paramount	Fundamental
11	None	None	Major	High
12	Paramount	Slight/Negligible	Major	Fundamental
13	Paramount	Major	Major	Fundamental
14	Paramount	Slight/Negligible	Paramount	Fundamental
15	Paramount	Major	Major	Fundamental
16	Paramount	Major	Paramount	Fundamental
17	Paramount	Major	Moderate	Fundamental
18	Paramount	None	Paramount	Fundamental
19	Slight/Negligible	None	Paramount	Fundamental
20	Paramount	Major	Major	Fundamental
21	Major	Paramount	Moderate	Fundamental
22	Major/None	Paramount	Moderate	Fundamental
23	None	Slight/Negligible	Slight/Negligible	Low
24	Paramount	Major and Slight/Negligible	Major/Moderate	Fundamental


Note: Some parcels have a mixed performance on a purpose. The colouring of these parcels in the above table is therefore indicative, and tends to be based on the average or lower score in case of mixed performance.

Map 1 Overall contribution to Green Belt



Green Belt Study 2016	Overall Green Belt Value 
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  	Scale: 1:80000  0 1000 2000 3000 metres Date: 07 November 2016
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3.3 Purpose 1 - To check the unrestricted sprawl of large built-up areas

- 3.3.1** The parcels closest to the large built-up areas of Havering, Thurrock or Barking and Dagenham have a more paramount contribution checking the unrestricted sprawl than parcels further away from these built-up areas. No parcels are directly adjoining or affecting the Brentwood or Redbridge built-up areas. The land east of the M25 is not related to any built-up area and therefore does not contribute to this purpose.
- 3.3.2** Three parcels in the 'Dagenham corridor' to the west of Romford make a lower contribution to limiting urban sprawl. Parcel 21 has a slight/negligible contribution to this purpose due to the close existing relationship between the built-up areas of Romford and Dagenham where there is already a perception of sprawl. Parcel 22 has a mixed contribution towards this purpose. While the wider northern part of the parcel makes a major contribution, the narrow southern part provides no contribution towards this purpose as it has a close existing relationship with the two built up areas where there is already a perception of sprawl. Parcel 23 is almost entirely enclosed by existing development and therefore makes no contribution to this purpose.

3.4 Purpose 2 - To prevent neighbouring towns merging into one another

- 3.4.1** All parcels adjoining the built-up area of Romford except towards the north have at least a slight/negligible contribution to preventing towns from merging. Areas of land farther away from the built-up area do not have any contribution to this purpose as distances to nearby towns are generally too large, although development would often result in a decrease of the gap between towns.
- 3.4.2** Parcel 2 provides a major contribution by preventing the outward growth of Rainham and Purfleet on either side of the parcel. Also of major contribution are parcel 13 which provides separation between the northern part of Upminster at Cranham and Emerson Park at the eastern edge of Romford, and parcel 17 which prevents the merging of Collier Row and Harold Hill. Parts of parcels 15 and 16 form part of the narrowest gap between Romford and Brentwood and therefore have a major contribution towards purpose 2. A major contribution is also provided by parcel 20 which separates the north western edge of Romford from the eastern part of Hainault.
- 3.4.3** A paramount contribution to this purpose is provided by parcels 21 and 22, which separate the towns of Collier Row and Chadwell Heath which are in close proximity to each other. While located in the same corridor, parcel 23 has a slight/negligible contribution to the merging of Romford and Chadwell Heath as the towns are already almost entirely connected in parcel 23. Parcel 24 has a mixed contribution towards this purpose; while the narrow wedges of land in the northern and southern part provide a slight/negligible local contribution to the retention of open land, the wider central part (in conjunction with Green Belt land within the adjoining borough) provides a major contribution to preventing towns from merging.

3.5 Purpose 3 - To assist in safeguarding the countryside from encroachment

- 3.5.1** Most of the parcels in the borough are found to be playing a paramount or major role in protecting the countryside from encroachment: 8 parcels make a paramount contribution and 9 parcels fulfil a major contribution.
- 3.5.2** Parcels 3 and 24 have a major/moderate contribution as the countryside within the parcels varies in quality. Moderate scores are awarded to parcels 21 and 22 as they contain some characteristics of countryside, with some examples of encroachment or non-countryside uses. Parcel 23 is not considered to be open countryside, but contains recreational uses which are beneficial uses in the Green Belt. It therefore makes a slight/negligible contribution.
- 3.5.3** The land within parcel 24 has a mixed performance against this purpose. Small areas are characteristic of 'normal' countryside, with most of the parcel consisting of recreational land with natural assets. Therefore the parcel has a moderate to major contribution to safeguarding the countryside from encroachment.

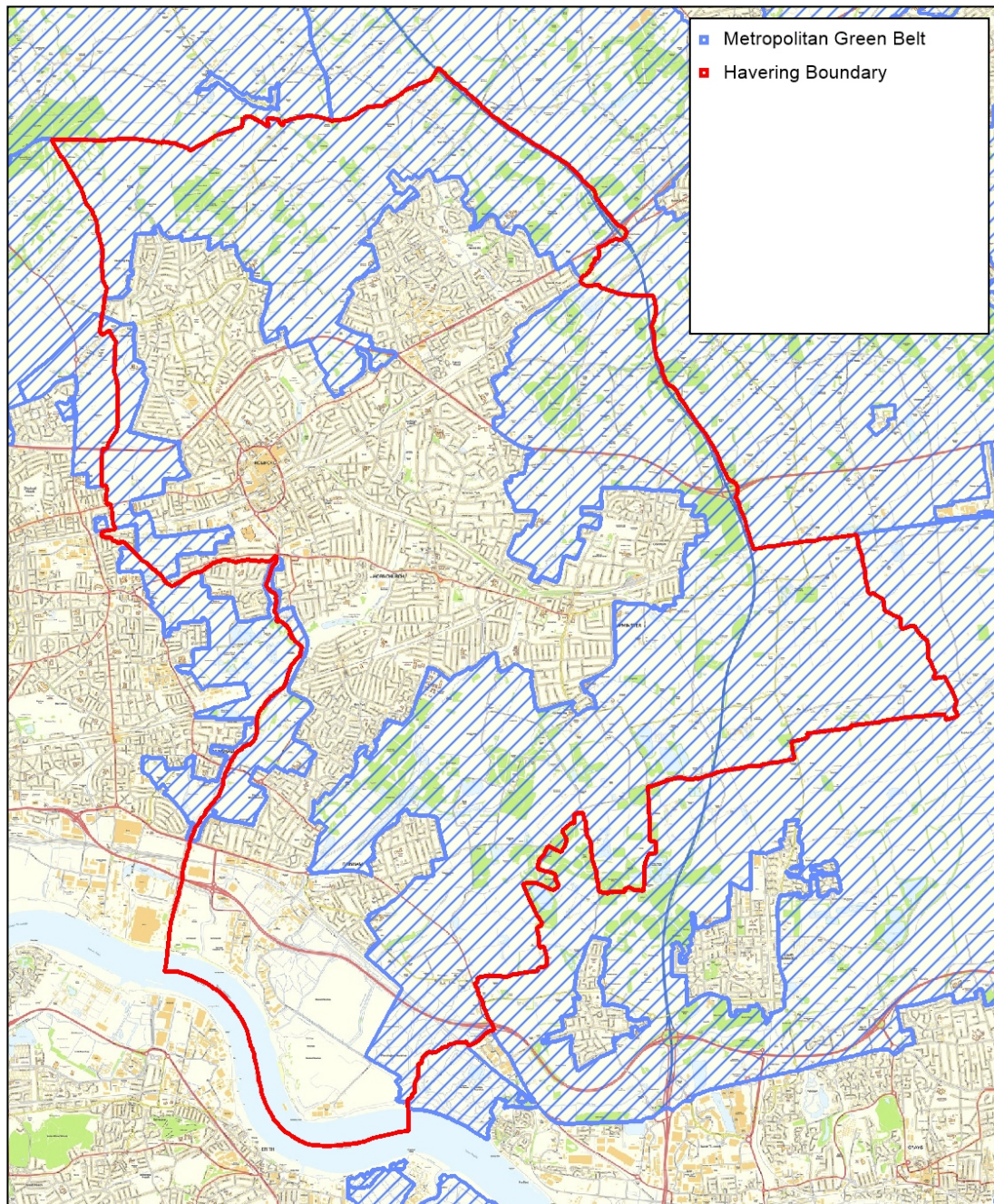
3.6 Conclusions



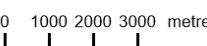

- 3.6.1** This section sets out the conclusions and recommendations of the Green Belt Study building upon the findings presented in the previous sections of this report.
- 3.6.2** This study provides evidence on how the land in the Green Belt in Havering is performing in relation to the purposes of the Green Belt as defined in the NPPF. For the purpose of this study the Green Belt in Havering has been divided into strategic parcels, which have been assessed against the first three purposes only, as justified in this report. These are:
1. to restrict the unrestricted sprawl of large built-up areas;
 2. to prevent neighbouring towns from merging into one another; and
 3. to assist in safeguarding the countryside from encroachment.
- 3.6.3** The assessments of the Green Belt parcels in the borough have found that all of the Green Belt in Havering has value when considered against the purposes of the Green Belt. The majority of the parcels have been found to be of paramount or high value to the Green Belt. One parcel has a moderate/high performance, which is likely to improve over time due to site restoration works. Another parcel has a low performance, with limited contributions against two purposes. This parcel also benefits from other policy constraints which restrain development.
- 3.6.4** There is found to be a variation in the performance of parcels against the different Green Belt purposes and in some instances there are also differences in performance within a parcel. These are largely due to the location in respect of large built-up areas and towns. However, some parcels have been found to have a semi-urban character, already contain limited sprawl, or simply do not possess many countryside qualities.
- 3.6.5** Modifications to the Green Belt boundary can only be made through the Local Plan, when exceptional circumstances have been identified. This study does therefore not conclude if Green Belt boundaries need to be changed. Instead it provides a strategic assessment of the performance of Green Belt parcels in the borough against the purposes identified in the NPPF, which can together with other evidence be used to inform decisions in the Local Plan. Parcels could be considered for further study, if exceptional circumstances can be demonstrated.

Annexes

Annex A: Map of Havering's Green Belt

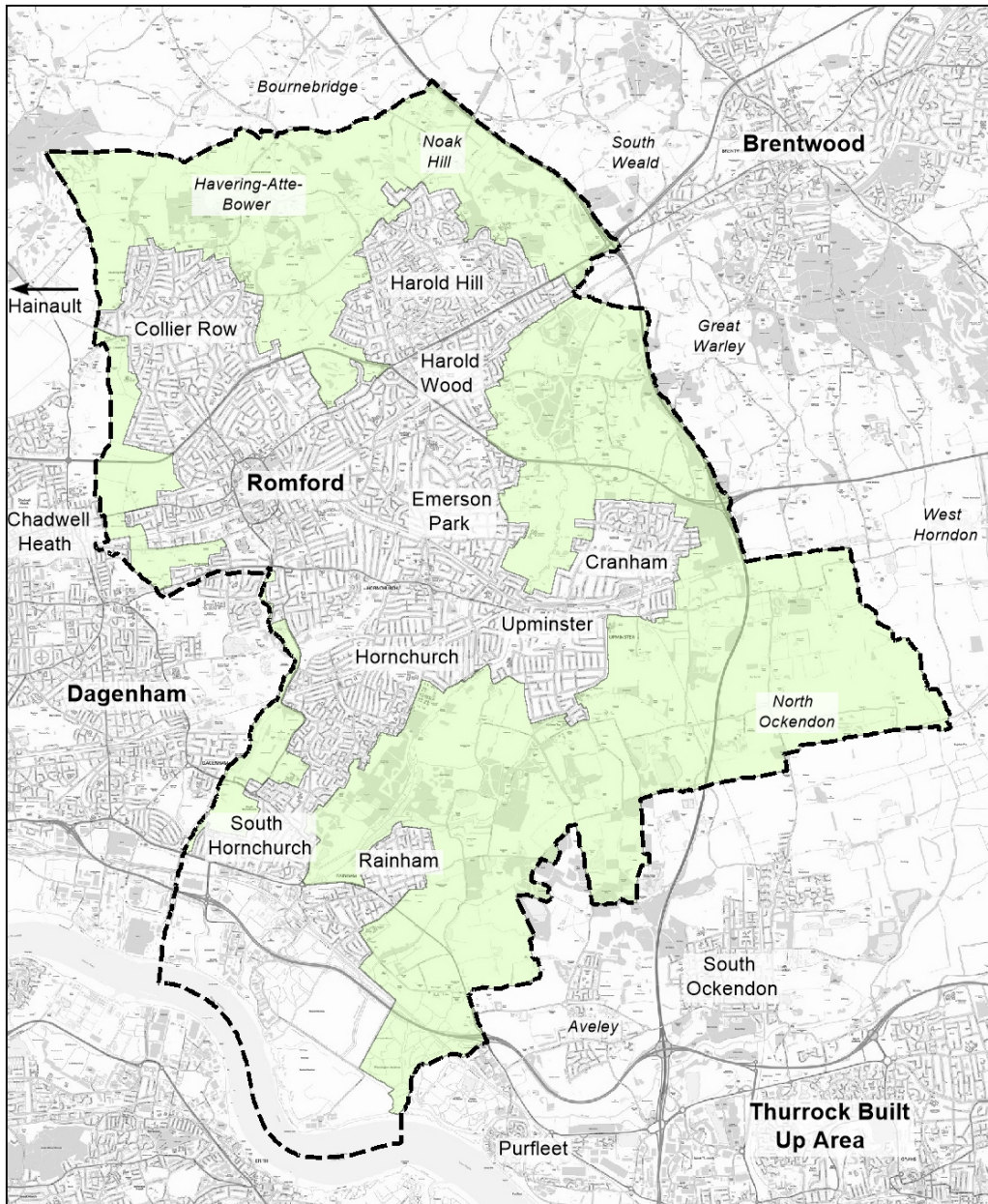
Map 2 Green Belt in Havering



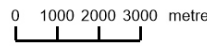



<p>Green Belt Study 2016</p>	<p>Metropolitan Green Belt in Havering</p> 
	<p>Scale: 1:80000</p> <p>Date: 07 November 2016</p> 
 <p>London Borough of Havering Town Hall, Main Road Romford, RM1 3BD Tel: 01708 434343</p>	<p>© Crown copyright and database rights 2016 Ordnance Survey 100024327</p>

Annex B: Map of Havering's and nearby settlements

Map 3 Settlements

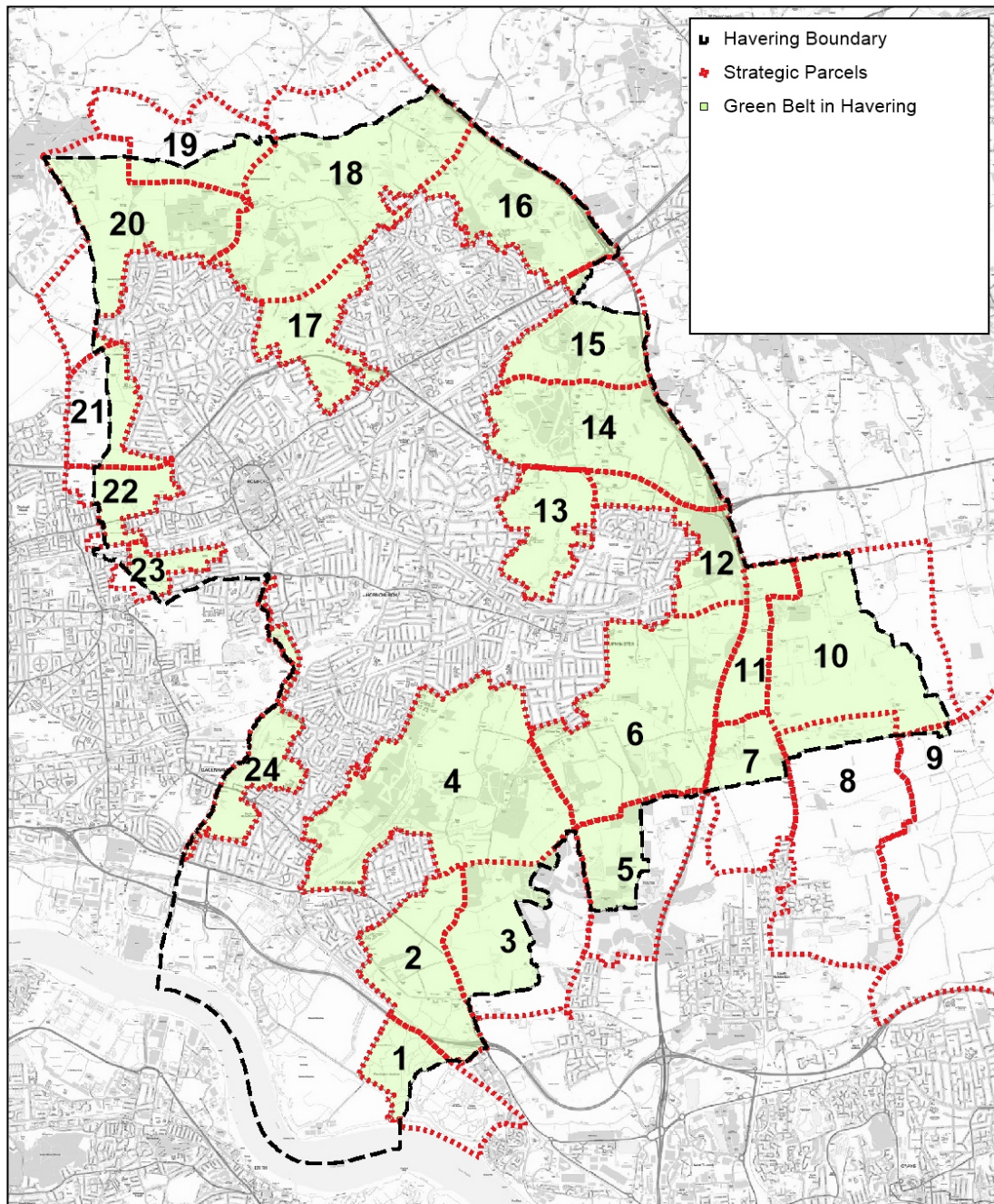




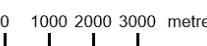

<p>Green Belt Study 2016</p>	<p>Settlements </p>
	<p>Scale: 1:80000  0 1000 2000 3000 metres Date: 18 October 2016</p>
 <p>London Borough of Havering Town Hall, Main Road Romford, RM1 3BD Tel: 01708 434343</p>	<p>© Crown copyright and database rights 2016 Ordnance Survey 100024327</p>

Key: Large built-up areas; Towns; other settlements

Annex C: Map of strategic parcels

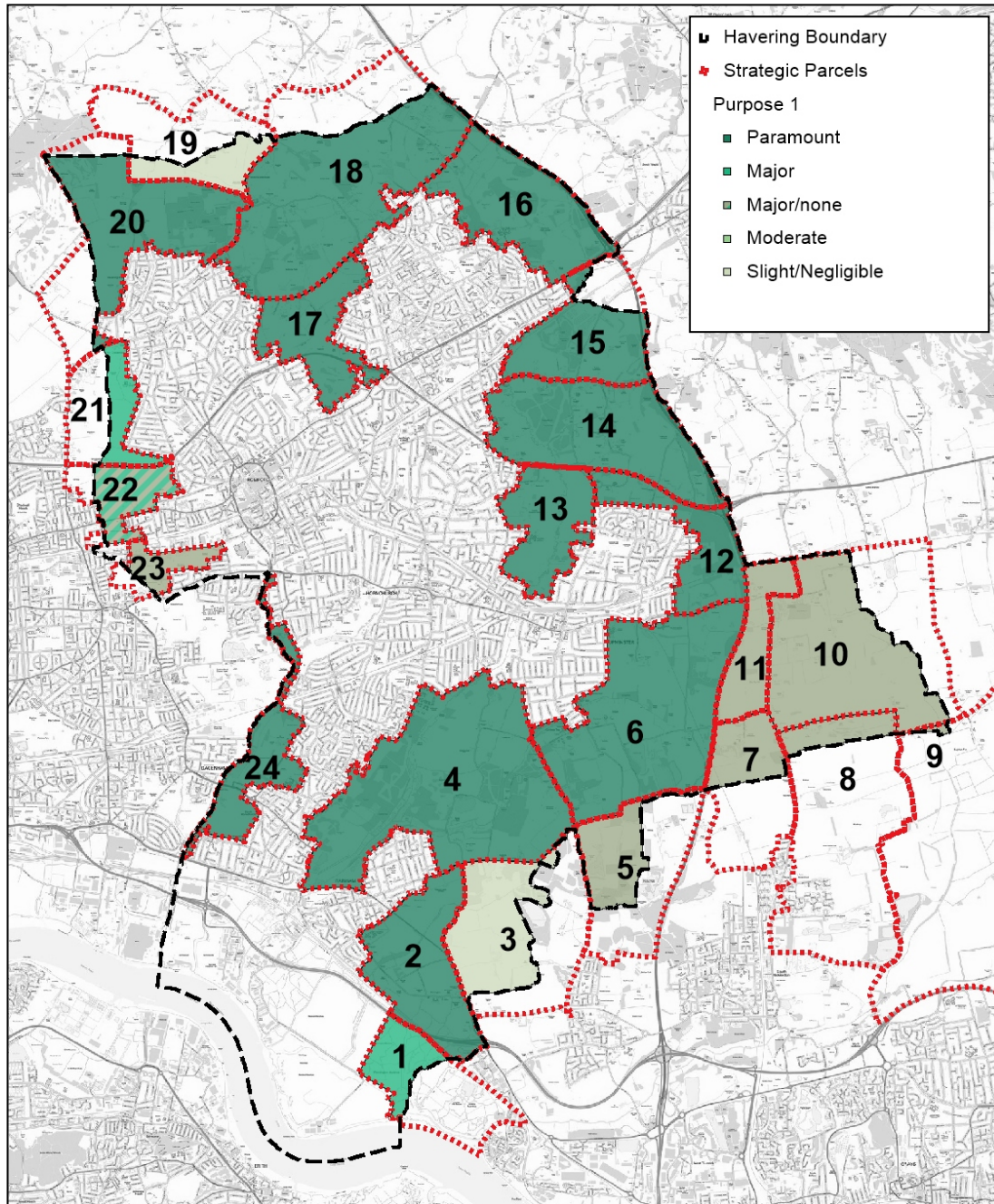
Map 4 Strategic parcels



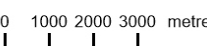



<p>Green Belt Study 2016</p>	<p>Strategic Parcels</p> 
	<p>Scale: 1:80000</p> <p>Date: 07 November 2016</p> 
 <p>London Borough of Havering Town Hall, Main Road Romford, RM1 3BD Tel: 01708 434343</p>	<p>© Crown copyright and database rights 2016 Ordnance Survey 100024327</p>

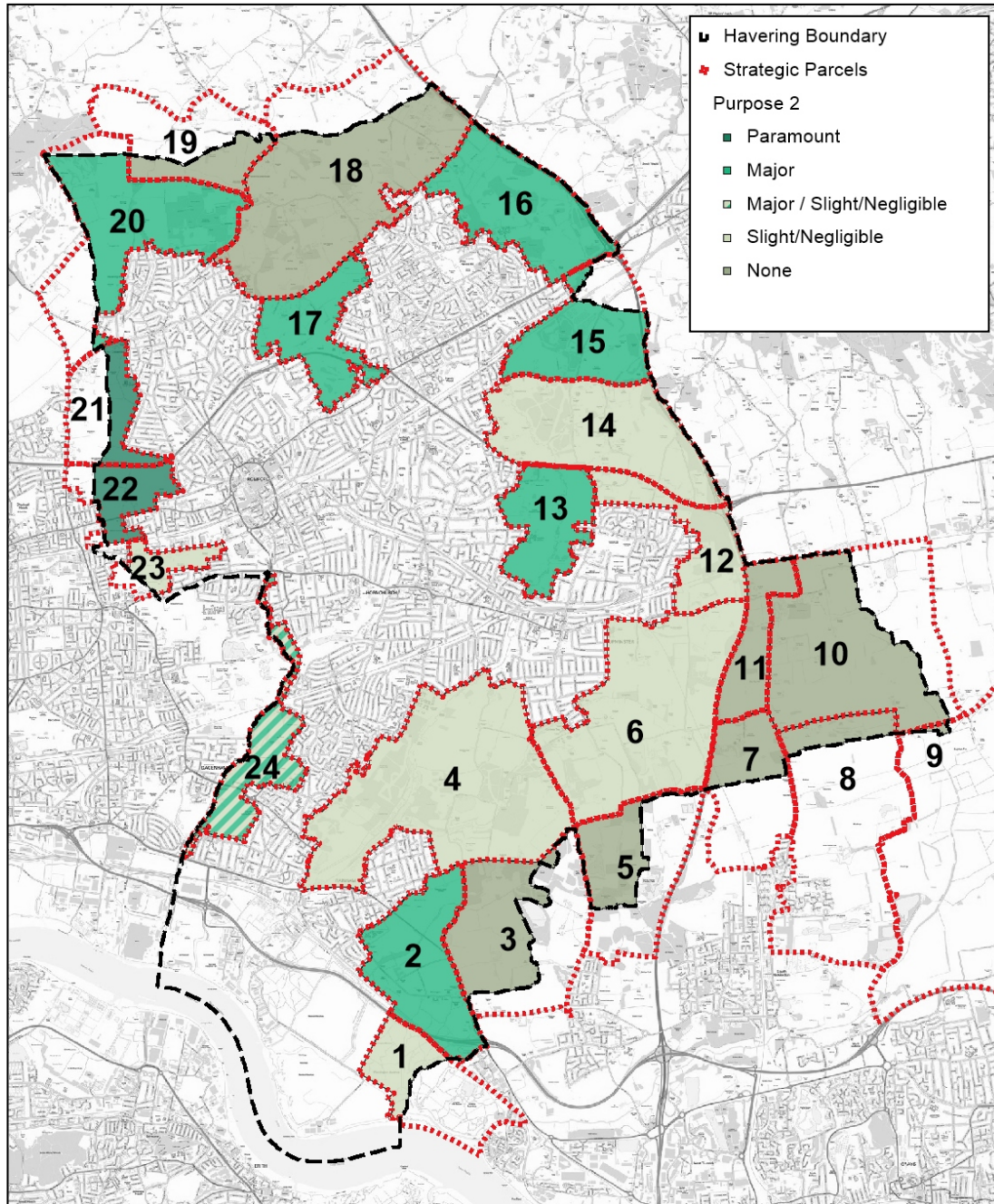
Annex D: Purpose maps

Map 5 Purpose 1



<p>Green Belt Study 2016</p>	<p>Purpose 1</p> 
	<p>Scale: 1:80000</p> <p>Date: 07 November 2016</p> 
 <p>London Borough of Havering Town Hall, Main Road Romford, RM1 3BD Tel: 01708 434343</p>	<p>© Crown copyright and database rights 2016 Ordnance Survey 100024327</p>

Map 6 Purpose 2

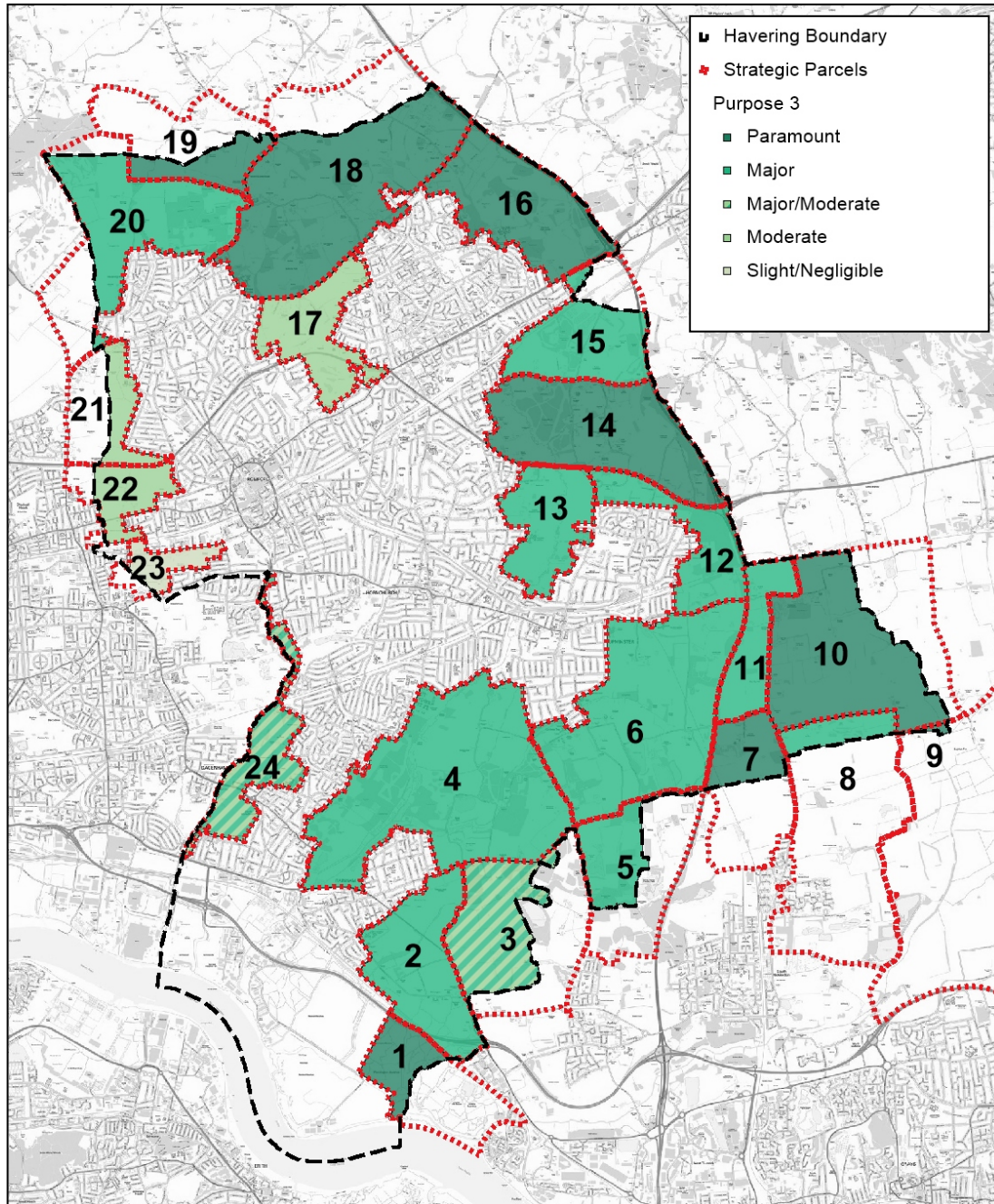




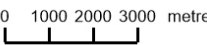

Green Belt Study 2016	Purpose 2	N ↑
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	Scale: 1:80000 Date: 07 November 2016	0 1000 2000 3000 metres
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Map 7 Purpose 3



<p>Green Belt Study 2016</p>	<p>Purpose 3</p> 
	<p>Scale: 1:80000</p> <p>Date: 07 November 2016</p> 
 <p>London Borough of Havering Town Hall, Main Road Romford, RM1 3BD Tel: 01708 434343</p>	<p>© Crown copyright and database rights 2016 Ordnance Survey 100024327</p>

Annex E: Example assessment form

HAVERING GREEN BELT ASSESSMENT

Strategic Parcel No.		
GREEN BELT PURPOSES	ASSESSMENT	IMPORTANCE TO GREEN BELT PURPOSE
Purpose 1: To check the unrestricted sprawl of large built up areas		Paramount
		Major
		Moderate
		Slight/Negligible
		None
Purpose 2: To prevent neighbouring towns from merging into one another		Paramount
		Major
		Moderate
		Slight/Negligible
		None
Purpose 3: To assist in safeguarding the countryside from encroachment		Paramount
		Major
		Moderate
		Slight/Negligible
		None

HAVERING GREEN BELT ASSESSMENT

Strategic Parcel No.						
GREEN BELT PURPOSES	ASSESSMENT					
<p>Purpose 1: To check the unrestricted sprawl of large built up areas</p>	<table border="1"> <tr><td style="text-align: center;">Paramount</td></tr> <tr><td style="text-align: center;">Major</td></tr> <tr><td style="text-align: center;">Moderate</td></tr> <tr><td style="text-align: center;">Slight/Negligible</td></tr> <tr><td style="text-align: center;">None</td></tr> </table>	Paramount	Major	Moderate	Slight/Negligible	None
Paramount						
Major						
Moderate						
Slight/Negligible						
None						
<p>Purpose 2: To prevent neighbouring towns from merging into one another</p>	<table border="1"> <tr><td style="text-align: center;">Paramount</td></tr> <tr><td style="text-align: center;">Major</td></tr> <tr><td style="text-align: center;">Moderate</td></tr> <tr><td style="text-align: center;">Slight/Negligible</td></tr> <tr><td style="text-align: center;">None</td></tr> </table>	Paramount	Major	Moderate	Slight/Negligible	None
Paramount						
Major						
Moderate						
Slight/Negligible						
None						
<p>Purpose 3: To assist in safeguarding the countryside from encroachment</p>	<table border="1"> <tr><td style="text-align: center;">Paramount</td></tr> <tr><td style="text-align: center;">Major</td></tr> <tr><td style="text-align: center;">Moderate</td></tr> <tr><td style="text-align: center;">Slight/Negligible</td></tr> <tr><td style="text-align: center;">None</td></tr> </table>	Paramount	Major	Moderate	Slight/Negligible	None
Paramount						
Major						
Moderate						
Slight/Negligible						
None						

Annex F: Assessment forms

HAVERING GREEN BELT ASSESSMENT

Strategic Parcel No. 01 (Thurrock parcel 38)		
GREEN BELT PURPOSES	ASSESSMENT	IMPORTANCE TO GREEN BELT PURPOSE
<p>Purpose 1: To check the unrestricted sprawl of large built up areas</p>	<p>Whilst not adjoining southern edge of Romford built up area land within parcel restricts the westward sprawl of Thurrock urban area towards Rainham, whilst Purfleet already extends towards Rainham the western part of this parcel extends beyond and closer to the edge of the Greater London built up area.</p>	<p>Paramount</p> <p>Major</p> <p>Moderate</p> <p>Slight/Negligible</p> <p>None</p>
<p>Purpose 2: To prevent neighbouring towns from merging into one another</p>	<p>Prevents westward expansion of Purfleet towards Rainham although a gap of around 800m exists between the edge of the parcel and Rainham with other intervening Green Belt land.</p>	<p>Paramount</p> <p>Major</p> <p>Moderate</p> <p>Slight/Negligible</p> <p>None</p>
<p>Purpose 3: To assist in safeguarding the countryside from encroachment</p>	<p>Adjoining western edge of Purfleet quite well defined by infrastructure and any development beyond these limits would be perceived as a clear encroachment into wide open expanse of Rainham Marshes. Development within Rainham marshes within Havering Borough would be an isolated encroachment.</p>	<p>Paramount</p> <p>Major</p> <p>Moderate</p> <p>Slight/Negligible</p> <p>None</p>

HAVERING GREEN BELT ASSESSMENT

Strategic Parcel No. 01 (Thurrock parcel 38)

GREEN BELT PURPOSES		ASSESSMENT	IMPORTANCE TO GREEN BELT PURPOSE
Purpose 1: To check the unrestricted sprawl of large built up areas	Whilst not adjoining southern edge of Romford built up area land within parcel restricts the westward sprawl of Thurrock urban area towards Rainham; whilst Purfleet already extends towards Rainham the western part of this parcel extends beyond and closer to the edge of the Greater London built up area.		Paramount Major Moderate Slight/Negligible None
Purpose 2: To prevent neighbouring towns from merging into one another	Prevents westward expansion of Purfleet towards Rainham although a gap of around 800m exists between the edge of the parcel and Rainham with other intervening Green Belt land.		Paramount Major Moderate Slight/Negligible None
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HAVERING GREEN BELT ASSESSMENT

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HAVERING GREEN BELT ASSESSMENT

Strategic Parcel No. 01 (Thurrock parcel 38)																
GREEN BELT PURPOSES	ASSESSMENT															
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Paramount																
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None																
Paramount																
Major																
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Paramount																
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HAVERING GREEN BELT ASSESSMENT

Strategic Parcel No. 01 (Thurrock parcel 38)

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			Moderate
			Slight/Negligible
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			Major
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			Major
			Moderate
			Slight/Negligible
			None

HAVERING GREEN BELT ASSESSMENT

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Strategic Parcel No. 01 (Thurrock parcel 38)

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			Moderate
			Slight/Negligible
			None

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			Moderate
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			Major
			Moderate
			Slight/Negligible
			None

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Strategic Parcel No. 01 (Thurrock parcel 38)

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