

**Dover**

**Gypsy and Traveller and Travelling Showperson  
Accommodation Assessment 2018**

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**Dover District Council**

**Final Report**  
September 2018

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## Executive Summary

### Introduction

The Dover Gypsy and Traveller Accommodation Assessment (GTAA) analyses the latest available evidence (as at November 2017) to identify the accommodation needs of Gypsies and Travellers, Travelling Showpeople and houseboat dwellers from across the area.

The Dover GTAA (2018) has comprised the following evidence sources:

- A review of existing (secondary) data,
- An online survey of key stakeholders yielding 49 responses, and
- Interviews with 32 Gypsy and Traveller households across a range of sites.

This data has been analysed to provide a picture of current provision and activity across the Dover District and an assessment of future need. The findings of the study provide an up-to-date, robust and defensible evidence base for policy development.

### Current provision and activity

The 2011 Census identified a total of 84 households in Dover with a 'White: Gypsy or Irish Traveller' ethnicity. Of these, 62 households lived in a caravan or other mobile or temporary structure and 22 households lived in bricks and mortar (house, bungalow, flat, maisonette or apartment).

The bi-annual DCLG Traveller caravan count has identified an average of 45 caravans over the last six counts. Around four-fifths (81.1%) of these caravans were counted on authorised sites. The annual Travelling Showperson caravan count (undertaken each January) found no Travelling Showpeople caravans in Dover during the past four counts (2014-2017).

In terms of Gypsy and Traveller site provision within Dover, there is one permanent local authority site, 11 private permanent sites and four private tolerated sites. There are five unauthorised sites and no Travelling Showpeople yards (as at November 2017).

The triangulation of secondary data, Council records and fieldwork survey has identified a total of 44 Gypsy and Traveller pitches in Dover District.

### Planning policy requirements for needs assessments

Planning policy for traveller sites (PPTS) (first published in March 2012 and updated in August 2015) requires an assessment of the current needs of Gypsies and Travellers and Travelling Showpeople and a projection of future needs. The calculation of pitch/plot requirements in the GTAA 2018 is based on established DCLG modelling methodology, as advocated in *Gypsy and Traveller Accommodation Needs Assessment Guidance* (DCLG, 2007). Although this Guidance was formally withdrawn in December 2016, in the absence of any updated guidance on the subject it continues to provide a standard approach for needs modelling employed by most local planning authorities and also confirmed by inspectors at public inquiries.

This approach comprises an assessment of the current needs of Gypsies and Travellers and Travelling Showpeople and a projection of future needs. The Guidance advocates the use of a fieldwork survey to supplement secondary source information and derive key supply and demand information.

A major change in planning policy, introduced by PPTS 2015, was the amended definition of the group to which the policy applies. The definitions of both ‘Gypsy and Traveller’ and ‘Travelling Showperson’ have been amended to exclude, for planning purposes, anyone who has stopped travelling on a permanent basis. It continues to include those who have ceased to travel temporarily. Essentially, this created a more restricted ‘PPTS 2015’ definition which applies to those who follow a nomadic habit of life.

The Revised National Planning Policy Framework (NPPF) (July 2018) requires local planning authorities to identify the size, type and tenure of homes required for different groups in the community, expressly including Travellers who do not fall under the PPTS 2015 definition.

As this study is based on comprehensive interviews with members of the Travelling community living within Dover, it is possible for arc<sup>4</sup> to determine through analysis which households meet the PPTS 2015 definition (on the basis of the travelling practices) and those who do not travel but fall under a broader ‘cultural’ definition which focuses on need based on households who identify as being a Gypsy and Traveller or Travelling Showperson but do not exhibit travelling behaviour consistent with the PPTS definition. Further information on the ‘PPTS’ and ‘cultural’ definitions can be found in paragraphs 1.4 to 1.9, as well as Appendix E: Glossary of terms.

## Gypsy and Traveller pitch requirements

The GTAA 2018 has found evidence of Gypsy and Traveller pitch need over the next five years (2017/18 to 2021/22) equating to 18.5 pitches under the cultural definition, or 12 pitches under the PPTS 2015 definition of Gypsy/Traveller.

For the full Local Plan Period (2014 to 2037) the GTAA has identified a cultural need for 30 pitches and a PPTS need for 18 pitches. However, taking into account: potential turnover on local authority sites and opportunities for additional capacity, this would result in a residual cultural need for 12 pitches and PPTS need is addressed.

## Travelling Showperson plot requirements

The GTAA 2018 has not evidenced any need for Travelling Showperson plots in the District.

## Transit site requirements

The Council has provided data on unauthorised encampment activity and seven incidences have been reported over the period 2011 to 2017. The evidence available points specifically to the need for permanent accommodation as the reported incidences relate to housing living on unauthorised sites (or sites which have become authorised). These needs are fully reflected in the needs analysis model. Therefore, the GTAA recommends no transit provision

is provided based on available evidence. However, the Council has reported recent incidences of households passing through the District and this situation should be carefully monitored to establish whether households need transit provision within the district.

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# 1. Introduction

## GTAA 2018 aims

- 1.1 In September 2017, arc<sup>4</sup> was commissioned by Dover District Council to undertake a Gypsy and Traveller Accommodation Assessment (GTAA) to identify the accommodation needs of Gypsies and Travellers, Travelling Showpeople and houseboat dwellers from across Dover.
- 1.2 The overall objective of the Gypsy and Traveller Accommodation Assessment is to form a clear evidence basis to inform the development of planning policies relating to Gypsy and Travellers, Travelling Showpeople and houseboat dwellers.
- 1.3 The aims of the GTAA 2018 are:
  - To identify the current accommodation provision for members of the Travelling community within Dover;
  - To identify current levels of need for accommodation arising from within the community, including from concealed households and those living in bricks and mortar;
  - To project future accommodation needs for pitches, plots and moorings using a clear and transparent methodology in order to create a robust evidence base for the next five years and the full Plan Period to 2037; and
  - To inform the development of housing and planning policies for the Council and its strategic partners.

## Who the study covers

- 1.4 The GTAA 2018 adopts the definition of ‘Gypsies and Travellers’ set out within *Planning policy for traveller sites* (PPTS), which was published by the Government in August 2015. This sets out the following definition of ‘Gypsies and Travellers’:

*‘Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family’s or dependants’ educational or health needs or old age have ceased to travel temporarily, but excluding members of an organised group of Travelling Showpeople or circus people travelling together as such.’<sup>1</sup>*
- 1.5 In addition, PPTS 2015 provides the following ‘clarification’ for determining whether someone is a Gypsy or Traveller:

*‘In determining whether persons are “gypsies and travellers” for the purposes of this planning policy, consideration should be given to the following issues amongst other relevant matters:*

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<sup>1</sup> DCLG *Planning policy for traveller sites* August 2015 Annex 1, para 1

- a) whether they previously led a nomadic habit of life
- b) the reasons for ceasing their nomadic habit of life
- c) whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances.<sup>2</sup>

1.6 The following definition of ‘Travelling Showpeople’ is set out in PPTS 2015:

*‘Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family’s or dependants’ more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily, but excludes Gypsies and Travellers as defined above.’<sup>3</sup>*

1.7 In addition:

*‘For the purposes of this planning policy, “pitch” means a pitch on a “gypsy and traveller” site and “plot” means a pitch on a “travelling showpeople” site (often called a “yard”). This terminology differentiates between residential pitches for “gypsies and travellers” and mixed-use pitches for “travelling showpeople”, which may/will need to incorporate space or to be split to allow for the storage of equipment.’<sup>4</sup>*

1.8 For the purposes of this study, therefore, Gypsies and Travellers live on pitches on sites, whilst Travelling Showpeople live on plots on yards.

1.9 The study also considers a broader ‘cultural’ definition of Gypsies and Travellers and Travelling Showpeople which is based on households identifying as a Gypsy and Traveller /Travelling Showperson but do not meet the travelling clarification questions of the PPTS. In effect, this accords with the Housing and Planning Act 2016 section 124 which considers the needs of households living in caravans.

## Report structure

1.10 The GTAA 2018 report structure is as follows:

- **Chapter 1 Introduction:** provides an overview of the study;
- **Chapter 2 Policy and local context:** presents a review of the policy context which guides the study, including a consideration of the specific local context of Dover;
- **Chapter 3 Methodology:** provides details of the study’s research methodology;
- **Chapter 4 Review of current Gypsy and Traveller population and provision of pitches/plots:** reviews estimates of the Gypsy and Traveller and Travelling Showpeople population across Dover and existing site provision;

<sup>2</sup> DCLG *Planning policy for traveller sites* August 2015 Annex 1, para 2

<sup>3</sup> DCLG *Planning policy for traveller sites* August 2015 Annex 1, para 3

<sup>4</sup> DCLG *Planning policy for traveller sites* August 2015 Annex 1, para 5

- **Chapter 5** **Household survey findings:** presents relevant data obtained from the household survey research;
- **Chapter 6** **Stakeholder consultation:** summarises views of stakeholders expressed through the online survey;
- **Chapter 7** **Pitch/plot/transit requirements:** focuses on current and future pitch/plot requirements. This chapter includes a detailed assessment of drivers of demand, supply and current shortfalls across the study area; and
- **Chapter 8** **Conclusion and strategic response:** concludes the report, bringing together the different strands of the research and identifying headline issues, including recommending ways in which these could be addressed.

1.11 The report is supplemented by the following appendices:

- **Appendix A** Details of the legislative background underpinning accommodation issues for the Travelling community;
- **Appendix B** Review of policy, guidance, reports and best practice notes;
- **Appendix C** Gypsy and Traveller Fieldwork Questionnaire;
- **Appendix D** Stakeholder Questionnaire
- **Appendix E** Glossary of Terms.

## 2. Policy and local context

- 2.1 This study is grounded in an understanding of how the national legislative and planning policy context that underpins the assessment and provision of accommodation for Gypsies and Travellers, Travelling Showpeople and houseboat dwellers.
- 2.2 Appendix A sets out the legislative background that is relevant to accommodation issues and Appendix B provides a review of Government policy and guidance that has been published in recent years, alongside other key reports and best practice advice.
- 2.3 This chapter sets out the policy context within which this GTAA has been prepared, including a consideration of the local context in Dover.

### Government policy and guidance

#### Gypsy and Traveller Accommodation Needs Assessments Guidance 2007 (withdrawn)

- 2.4 The calculation of pitch/plot requirements in the GTAA 2018 is based on established DCLG modelling methodology, as advocated in *Gypsy and Traveller Accommodation Needs Assessment Guidance* (DCLG, 2007). Although this Guidance was formally withdrawn in December 2016, in the absence of any updated guidance on the subject it continues to provide a best practice approach for needs modelling and has been employed by neighbouring local planning authorities in Kent where Dover District Council has a Duty to Cooperate under Subsection C of Policy B of PPTS 2015. This methodology therefore provides a convenient and consistent approach to assessing need across the administrative boundaries of the strategic area.
- 2.5 This approach comprises an assessment of the current needs of Gypsies and Travellers and Travelling Showpeople and a projection of future needs. The Guidance advocates the use of a fieldwork survey to supplement secondary source information and derive key supply and demand information.

### Planning policy for traveller sites, PPTS 2012

- 2.6 In 2012, the Government published both the National Planning Policy Framework (NPPF)<sup>5</sup> and its accompanying National Planning Practice Guidance (NPPG) documents covering a range of topics. They also published some separate planning policy documents, including *Planning policy for traveller sites*<sup>6</sup> (PPTS 2012). These documents replaced all previous national planning policy in respect of Gypsies and Travellers and Travelling Showpeople.

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<sup>5</sup> DCLG National Planning Policy Framework March 2012

<sup>6</sup> DCLG *Planning policy for traveller sites* March 2012 (now superseded)

- 2.7 Previously, local planning authorities had been required to set aside enough land for Gypsy and Traveller sites, with their targets set in regional plans. However, the Coalition Government abolished regional planning under the provisions of the Localism Act 2011. The approach set out in PPTS 2012 instead encouraged local planning authorities to form their own evidence base for accommodation needs in their area and use this to set their own pitch and plot targets for their Local Plan.

### Written Ministerial Statement, July 2015

- 2.8 Technical adjustments were made to paragraphs 49 and 159 of the NPPF by a Written Ministerial Statement (WMS) on 22<sup>nd</sup> July 2015<sup>7</sup>, following a High Court judgement (Wenman v Secretary of State).
- 2.9 In relation to paragraph 49, the WMS stated that those persons who fall within the definition of ‘traveller’ under the PPTS, cannot rely on the lack of a five-year supply of deliverable housing sites under the NPPF to show that relevant policies for the supply of housing are not up to date. Such persons should have the lack of a five-year supply of deliverable traveller sites considered in accordance with Planning Policy for Traveller Sites.
- 2.10 Regarding paragraph 159, the WMS clarified that the PPTS sets out how ‘travellers’ accommodation needs should be assessed. However, those who do not fall under that definition should have their accommodation needs addressed under the provisions of the NPPF.

### PPTS 2015

- 2.11 An updated *Planning policy for traveller sites* (PPTS 2015) was published in August 2015<sup>8</sup>. PPTS 2015 introduced some key changes to policy, including by changing the definitions of ‘Gypsy and Traveller’ and ‘Travelling Showperson’ by deleting the word ‘permanently’ in relation to their travelling habits, so that for planning-related purposes the definitions of Gypsies and Travellers and Travelling Showpeople have been changed to exclude those who have permanently stopped travelling. In addition, the following ‘clarification’ was added:

*‘In determining whether persons are “gypsies and travellers” for the purposes of this planning policy, consideration should be given to the following issues amongst other relevant matters:*

- a) *whether they previously led a nomadic habit of life*
- b) *the reasons for ceasing their nomadic habit of life*
- c) *whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances.*<sup>9</sup>

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<sup>7</sup> <https://www.parliament.uk/business/publications/written-questions-answers-statements/written-statement/Lords/2015-07-22/HLWS167/>

<sup>8</sup> DCLG *Planning policy for traveller sites* August 2015

<sup>9</sup> DCLG *Planning policy for traveller sites* August 2015 Annex 1, para 2

## Planning policy statement, August 2015

- 2.12 Alongside the publication of the revised policy document on 31<sup>st</sup> August 2015, a letter and accompanying planning policy statement were issued by the DCLG Chief Planner (Steve Quartermain)<sup>10</sup> to Chief Planning Officers in England. The letter and planning policy statement dealt specifically with the issue of *Green Belt protection and intentional unauthorised development*. On 17<sup>th</sup> December 2015, the Minister of State for Housing and Planning (Brandon Lewis) made a Written Statement confirming the changes to national policy set out in the letter and statement.<sup>11</sup>

### *Green Belt*

- 2.13 PPTS 2015 (paragraph 10) states that local planning authorities should identify and update annually a supply of specific deliverable sites sufficient to provide five years' worth of sites against their locally-set targets. In relation to the determination of planning applications, PPTS 2015 (paragraph 27) states that if an LPA cannot demonstrate an up-to-date five-year supply of deliverable sites then this should be a significant material consideration in any subsequent planning decision when considering applications for the grant of temporary planning permission. However, it also sets out that the exception to this is where the proposal is on land designated as Green Belt, sites protected under the Birds and Habitats Directives, sites designated as Sites of Special Scientific Interest, Local Green Space, Areas of Outstanding Natural Beauty or within a National Park or the Broads.
- 2.14 PPTS 2015 (paragraph 16) and the accompanying planning policy statement on *Green Belt protection and intentional unauthorised development* clearly set out that unmet need and personal circumstances (subject to the best interests of the child) are unlikely to clearly outweigh harm to the Green Belt so as to establish 'very special circumstances' and allow development to be permitted.

### *Intentional unauthorised development*

- 2.15 The planning policy statement issued with PPTS 2015<sup>12</sup> (and confirmed by Ministerial Statement<sup>13</sup>) makes clear that if a site is intentionally occupied without planning permission this would be a material consideration in any retrospective planning application for that site. Whilst this does not mean that retrospective applications will

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<sup>10</sup>[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/457632/Final\\_Chief\\_Planning\\_Officer\\_letter\\_and\\_written\\_statement.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/457632/Final_Chief_Planning_Officer_letter_and_written_statement.pdf)

<sup>11</sup><http://www.parliament.uk/business/publications/written-questions-answers-statements/written-statement/Commons/2015-12-17/HCWS423/>

<sup>12</sup>[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/457632/Final\\_Chief\\_Planning\\_Officer\\_letter\\_and\\_written\\_statement.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/457632/Final_Chief_Planning_Officer_letter_and_written_statement.pdf)

<sup>13</sup><http://www.parliament.uk/business/publications/written-questions-answers-statements/written-statement/Commons/2015-12-17/HCWS423/>

be automatically refused, it does mean that failure to seek permission in advance of occupation will count against the application.

- 2.16 In addition, PPTS 2015 (paragraph 12) makes clear that in exceptional cases where a local authority is burdened by a large-scale unauthorised site that has significantly increased their need, and their area is subject to strict and special planning constraints, then there is no assumption that the local authority will be required to meet their Gypsy and Traveller site needs in full. This is intended to protect local planning authorities with significant land constraints from being required to provide for additional needs arising directly from large sites such as Dale Farm (a large unauthorised site in Essex).

### Draft Guidance to local housing authorities on the periodical review of housing needs: caravans and houseboats, March 2016

- 2.17 In March 2016, the DCLG published *Draft guidance on the periodical review of housing needs: Caravans and Houseboats*. The draft Guidance related to Clause 115 of the Housing and Planning Bill, which has become Section 124 of the Housing and Planning Act 2016 (passed in May 2016).
- 2.18 The draft Guidance explains how Government wants local housing authorities to interpret changes to accommodation needs assessments (as required by Section 8 of the Housing Act 1985), specifically in relation to caravans and houseboats.
- 2.19 In the carrying out of accommodation needs assessments, the draft Guidance stresses the importance of close engagement with the community. The use of existing data along with conducting a specialist survey is recommended.
- 2.20 The draft guidance has been taken into account in the planning, preparation and undertaking of this GTAA for Dover.

### Revised National Planning Policy Framework (NPPF), July 2018

- 2.21 In July 2018, the Ministry of Housing, Communities and Local Government published the Revised National Planning Policy Framework (NPPF). Updating the original NPPF which was published in 2012, the Revised NPPF sets out 17 topic-based chapters which reflect the Government's development priorities. As was anticipated, there is a particular focus on delivering solutions to the housing crisis through the plan-led system.
- 2.22 Chapter 5, *'Delivering a sufficient supply of homes'*, sets out the Government's objective of significantly boosting the supply of homes including meeting the needs of groups with specific housing requirements (paragraph 59). It states that in determining the minimum number of homes needed, strategic plans should be based upon a local housing need assessment. This should be conducted using the standard method unless there are exceptional circumstances and also taking into account any needs that cannot be met within neighbouring areas (paragraph 60).
- 2.23 It is then set out in paragraph 61 that:

*‘Within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes)..’*

- 2.24 An additional footnote to the word ‘travellers’ provides further definition:  
*‘Planning Policy for Traveller Sites sets out how travellers’ housing needs should be assessed for those covered by the definition in Annex 1 of that document.’*
- 2.25 In other words, the Revised NPPF requires local planning authorities to consider the needs of those Gypsy, Traveller and Travelling Showpeople households who meet the PPTS 2015 definition of traveller.

### Planning policy context and methodological implications

- 2.26 Further to the publication of updated PPTS in August 2015, the 2007 GTAA Guidance was withdrawn and there was considerable confusion regarding what accommodation needs should be assessed and the best methodological approach.
- 2.27 The Housing and Planning Act 2016 deleted Sections 225 and 226 of the Housing Act 2004, effectively removing some of local planning authorities’ duties in relation to the accommodation needs assessments of Gypsies and Travellers. However, the Housing and Planning Act inserted some additional requirements into Section 8 of the Housing Act 1985, including the duty to consider the provision of sites for caravans and moorings for houseboats when undertaking housing needs assessments. As referred to above, draft Guidance was published in March 2016 to explain the interpretation of these legislative changes. However, this remains in draft form at the present time.
- 2.28 As discussed, the PPTS 2015 definitions of ‘Gypsy and Traveller’ and ‘Travelling Showperson’ now exclude those that have stopped travelling on a permanent basis. The ‘clarification’ in Annex 1 (paragraph 2) of PPTS 2015 refers to a ‘*nomadic habit of life*’ and whether the person in question previously led a nomadic habit of life; the reasons for ceasing their nomadic habit of life; and whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances. This suggests that persons (or households) should be assessed on an individual basis, to determine whether they meet the PPTS 2015 planning definition.
- 2.29 However, in order to satisfy the requirements of the Housing and Planning Act and PPTS-need, arc4 GTAA studies have adopted an approach which begins with an assessment of the overall ‘cultural’ need of pitches (pitches to meet the needs of all Gypsies, Travellers and Travelling Showpeople who are identifiable within the relevant study area) and then considers, as a ‘policy on’ position, the PPTS-defined need (pitch numbers to meet the needs of those who travel).
- 2.30 The accommodation needs of the Travelling community forms a strategic issue, which is a consideration under the Duty to Cooperate. It is therefore considered important that the Dover GTAA 2018 provides a robust and transparent approach regarding the methodology for determining which members of the Travelling community are



‘travelling’ and which members should be considered ‘non-travelling’ as well as the subsequent assessment of current and future needs.

- 2.31 Our assessment methodology is set out in Chapter 3 and the outworking of this approach for Dover is set out in Chapter 7.

## Strategic context

- 2.32 Despite the revocation of regional spatial strategies, the need for strategic planning remains, especially to ensure coherent planning beyond local authority boundaries. To this end the Localism Act 2011 and the National Planning Policy Framework (NPPF) set out that public bodies have a duty to cooperate on planning issues that cross administrative boundaries (NPPF, paragraph 24).
- 2.33 PPTS 2015 sets out that the preparation of Local Plans and setting of pitch and plot targets should be undertaken by local planning authorities working collaboratively with neighbouring planning authorities (paragraphs 8 and 9). It reiterates that local planning authorities have a duty to cooperate on planning issues that cross administrative boundaries (paragraph 10).
- 2.34 The Kent Joint Strategic Needs Assessment (JSNA) for the area is led by the Kent Public Health Observatory<sup>14</sup> within Kent County Council. The Kent JSNA is made up of a set of products updated at agreed intervals, led by the Kent public health team. The ‘Gypsy, Roma and Traveller’ chapter of the JSNA reports on national-level research which identifies Gypsies and Travellers as the most disadvantaged ethnic group in the United Kingdom. It states that health and educational outcomes are poor even when compared with other marginalised groups. The JSNA reports on qualitative research carried out in Kent which demonstrates a high level of chronic illness, including high levels of alcohol and drug misuse. It highlights the role of health trainers as a key resource to improve health knowledge and utilisation within this community. It also recommends training for healthcare staff to increase cultural awareness.

## Local context

- 2.35 Dover District Council is preparing a new Local Plan which will have a plan period of up to 2037. In accordance with the District Council’s Local Development Scheme (May 2018), public consultation on the draft Local Plan (Regulation 18) is expected to take place in late summer 2019, followed by consultation on a full draft Local Plan (Regulation 19) in spring 2020 and submission in summer 2020.
- 2.36 The Dover GTAA 2018 forms part of the evidence base for the emerging Local Plan.

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<sup>14</sup> <http://www.kpho.org.uk/>

### 3. Methodology

- 3.1 In order to achieve a clear and transparent evidence base and deliver the objectives of the study, the following methodology was developed based on the requirements of current Government policy<sup>15</sup> and following an established and approved approach<sup>16</sup>.
- 3.2 Fundamental to the methodological approach adopted by arc<sup>4</sup> is the priority of collecting up-to-date primary data to inform all aspects of the research base. In particular in relation to GTAA surveys, this includes meaningful engagement with members of the local Gypsy and Traveller and Travelling Showpeople community. Through our links with Traveller representatives and the sensitive approach of our experienced fieldteam, we have a track-record of obtaining a high degree of participation from local households living on pitches, plots or bricks and mortar accommodation within the relevant study area. In addition, we engage with local and strategic stakeholders who have an understanding and experience of Traveller issues, which assists in informing the findings of the study.
- 3.3 The methodology for the Dover GTAA 2018 has therefore comprised:
- Desktop analysis of existing documents, including data on pitches/sites, plots/yards and unauthorised encampments;
  - The collection of primary data, including a fieldwork survey and household interviews with Gypsies and Travellers and Travelling Showpeople;
  - An online stakeholder survey; and
  - An assessment of accommodation needs taking into account all available data and information.
- 3.4 The information gathering has been carried out in three phases, as outlined below:
- Phase 1: Literature/desktop review and steering group discussions;
  - Phase 2: Fieldwork survey (including census) and interviews with Gypsies and Travellers and Travelling Showpeople;
  - Phase 3: Online survey of stakeholders; and
  - Phase 4: Needs assessment and production of the GTAA 2018 report.

#### Phase 1: Literature/desktop review and steering group discussions

- 3.5 This phase comprised a review of available literature, including legislative background and best practice information; and analysis of available secondary data relating to Gypsies and Travellers and Travelling Showpeople in the Dover District area.

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<sup>15</sup> DCLG Planning policy for traveller sites (PPTS), August 2015 and planning policy statement of 31<sup>st</sup> August 2015, as reviewed in Chapter 2.

<sup>16</sup> DCLG Gypsy and Traveller Accommodation Needs Assessments Guidance, October 2007, cancelled in December 2016, but providing a standard and approved approach, as reviewed in Chapter 2.

- 3.6 Relevant regional, sub-regional and local information has been collected, collated and reviewed, including information on:
- The national policy and legislative context;
  - Current policies towards Gypsies and Travellers in the district (drawn from Local Authority policy documents, planning documents, housing strategies and homelessness strategies); and
  - Analysis of existing data sources available from the Council.
- 3.7 This information has helped to shape the development of this report, and in particular the review of the legislative and policy context set out in Chapter 2.
- 3.8 The project steering group was fully consulted regarding the most appropriate methodology for undertaking the assessment work, including site fieldwork, and provided stakeholder contact information for undertaking the stakeholder survey.

## Phase 2: Fieldwork survey and interviews with Gypsies and Travellers and Travelling Showpeople

- 3.9 The primary fieldwork for this study comprised survey work with Gypsies and Travellers. The questionnaire (Appendix C) was designed by arc<sup>4</sup> in consultation with the project steering group and builds upon our standard questionnaire.
- 3.10 The household survey was undertaken by arc<sup>4</sup>. The overarching aim of the fieldwork was to maximise the number of interviews secured from Gypsy and Traveller, Travelling Showpeople and houseboat households living within the District. Consulting with the project steering group prior to the fieldwork survey ensured that the fieldwork team had a good understanding of the local issues facing Gypsies and Travellers and Travelling Showpeople and helped to maximise the community's participation in the study.
- 3.11 The cultural needs of Gypsies and Travellers and Travelling Showpeople differ from those of the rest of the population and consideration of culturally-specific requirements such as the need for additional permanent caravan sites and/or transit sites and/or stopping places (or improvements to existing sites) are key to this study. The research has therefore explicitly sought information from Gypsies and Travellers and Travelling Showpeople from across the District living in different types of accommodation.
- 3.12 Interviews took place during October to December 2017. Responses achieved by are presented in Table 3.1.
- 3.13 The site observation and fieldwork survey confirmed that there are 38 Gypsy and Traveller households living on sites across Dover District. Interviews were achieved with 32 households, representing a 84.2% response rate.
- 3.14 The 2011 Census estimates there are 84 Gypsies and Traveller households currently living across Dover, of whom 62 households live in bricks and mortar accommodation. Although attempts were made to identify households living in bricks and mortar households, no interviews were achieved. Therefore, the 2011 Census data has been

used along with some statistical assumptions regarding the typical proportion of need arising from bricks and mortar households (based on other arc<sup>4</sup> studies)(see Chapter 7).

**Table 3.1 Responses achieved to the Household Survey 2017 by tenure and type of accommodation**

Gypsies and Travellers					
Tenure and type of site	Pitch numbers			Household numbers	
	Total pitches	Total vacant	Occupied pitches	Total households	Interviews achieved
Council (permanent) authorised	14	0	14	14	10
Private (permanent) authorised	17	4	13	14	12
Private Tolerated	4	0	4	4	4
Unauthorised	9	3	6	6	6
<b>Total Gypsy and Traveller</b>	<b>44</b>	<b>7</b>	<b>37</b>	<b>38</b>	<b>32</b>

3.15 Analysis of the household survey data establishes that 56.2% of all respondent households on pitches across Dover meet the PPTS 2015 definition of being a Gypsy/Traveller household. These households meet the definition by either travelling in the preceding year or within the past 5 years and/or intend to travel in the next year or in any year in the next five years. This is discussed further in the analysis in Chapter 7.

### Phase 3: Stakeholder survey

3.16 The survey of stakeholders was conducted during January and February 2018, by means of an online questionnaire. The survey was undertaken jointly in partnership with Ashford, Canterbury, Shepway, Swale and Thanet Councils as part of their GTAA processes. Contact information for key stakeholders was provided by the six local authorities. Stakeholders were contacted and asked to participate in the online questionnaire, answering whichever questions they felt were relevant to their knowledge and experience. The questionnaire was initially made available from 30<sup>th</sup> January to 16<sup>th</sup> February 2018. Reminder emails were sent out to encourage as many responses as possible, with two further extensions up to 2<sup>nd</sup> March 2018 to maximise participation. A total of 49 responses to the stakeholder survey were obtained and these have been analysed quantitatively and qualitatively, as appropriate to the relevant data.

3.17 The stakeholder consultation included representatives from all of the neighbouring borough and district local authorities, who were requested to provide information regarding their local situation and provision, including issues such as unauthorised encampment activity. This approach assists the Council in meeting their requirements under the Duty to Cooperate.

3.18 The findings of the online stakeholder survey are set out in Chapter 6 of this report.

### Phase 4: Needs assessment and production of report

3.19 The assessment of pitch requirements has been calculated by utilising information on current supply of pitches and the results from the survey. The overall number of pitches has been calculated using local authority and fieldwork survey information, with likely capacity through turnover assessed through the household survey and discussions with those who manage the council-owned sites.

3.20 A detailed explanation of the analysis of pitch requirements is contained in Chapter 7 but briefly comprises analysis of the following elements:

- Current pitch provision, households living in bricks and mortar accommodation; households planning to move in the next FIVE years, and emerging households to give total demand for pitches; and
- Turnover on existing pitches and total supply.

3.21 The approach used then reconciles the demand and supply data to identify overall pitch requirements.

3.22 To identify any need for transit provision, findings from the household survey have been analysed alongside other contextual information.

### Pitches and households

3.23 One of the key challenges faced when assessing Gypsy and Traveller pitch requirements is the actual nature of pitches and how this relates to the number of households they can support.

3.24 PPTS 2015 refers to the need for Local Planning Authorities to *'identify and update annually, a supply of specific deliverable sites sufficient to provide 5 years' worth of sites against their locally set targets'* and *'relate the number of pitches/plots to the circumstances of the specific size and location of the site and the surrounding population's size and density'* (PPTS 2015, paragraph 10).

3.25 Planning decision notices usually refer the number of pitches on a site or the specifics of what can be on a pitch e.g. statics, tourers; or specific individuals and/or households.

3.26 As part of the GTAA, it is essential that the characteristics of sites, the number of pitches and how many households these can support is carefully considered. There are a range of issues which need to be considered when reviewing site and pitch characteristics and their potential implications for future pitch and site requirements which are now summarised.

## Site and pitch size

- 3.27 There are no definitive parameters for site or pitch sizes. Previous Design Guidance (DCLG, 2008) states in paragraph 4.4 that *‘Gypsy and Traveller sites are designed to provide land per household which is suitable for a mobile home, touring caravan and a utility building, together with space for parking. Sites of various sizes, layouts and pitch numbers operate successfully today and work best when they take into account the size of the site and the needs and demographics of the families resident on them’*.
- 3.28 Paragraph 4.47 states that *‘to ensure fire safety it is essential that every trailer, caravan or park home must be not less than 6 metres from any other trailer, caravan or park home that is occupied separately’*.
- 3.29 Paragraph 7.12 states that *‘as a general guide, it is possible to specify that an average family pitch must be capable of accommodating an amenity building, a large trailer and touring caravan (or two trailers, drying space for clothes, a lockable shed (for bicycles, wheelchair storage etc.), parking space for two vehicles and a small garden area’*.
- 3.30 Paragraph 4.13 states that *‘smaller pitches must be able to accommodate at least an amenity building, a large trailer, drying space for clothes and parking for at least one vehicle’*.

## Occupancy

- 3.31 A pitch may accommodate more than one family unit, for instance it could include a family, older children who have formed their own household and other family members. This could lead to potential overcrowding and this is considered as part of the GTAA household survey.
- 3.32 Private sites may restrict occupancy to close family/friends. This limits opportunity for others to move onto the site but this restrictive occupancy may provide for emerging needs within a household, for example as grown-up children (previously living within a parent(s) or grandparent(s) home) form independent households of their own.
- 3.33 Quality, size of pitch and proximity of caravans on pitches vary dramatically.

## Response

- 3.34 For each site, a pragmatic and reasonable judgement should be made as part of the GTAA regarding the number of pitches or sub-divisions on sites. This may relate to the number of families living on sites, and could include a consideration of the potential intensification of sites (for instance through further sub-division, extension or use of vacant areas within the site). Capacity and layout of sites should be identified through site observation (directly or indirectly through Google maps or similar), planning history and local knowledge of planning, enforcement and liaison officers.
- 3.35 Pitches can become intensified or sub-divided once planning applications have been approved. These sub-divisions tend to be tolerated by councils. Often pitches become

subdivided to provide space for newly-forming households, particularly from family members.

## 4. Review of the Gypsy, Traveller and Travelling Showpeople population and existing provision of pitches and plots

4.1 This chapter looks at the current picture in terms of the current population and demography of Gypsies and Travellers across the study area before going on to explore the extent and nature of provision across the area.

### 2011 Census population estimates

4.2 Whilst it is recognised that some families may not identify themselves as Gypsies or Travellers in research, the 2011 Census<sup>17</sup> identifies a total of 84 households in the Dover District as having a 'White: Gypsy or Irish Traveller' (WGoIT) ethnicity (Table 4.1a). Of these, 73.8% (62 households) live in bricks and mortar accommodation (house or bungalow, or flat, maisonette or apartment) and 26.2% (22 households) live in a caravan or other mobile or temporary structure.

Total: Accommodation type	House or bungalow	A flat, maisonette or apartment	A caravan or other mobile or temporary structure
84	44	18	22

Source: 2011 Census

4.3 The 2011 Census provides further information on actual residents and Table 4.1b provides details of the breakdown of people.

Total: Accommodation type	House or bungalow	A flat, maisonette or apartment	A caravan or other mobile or temporary structure
233	114	74	45

Source: 2011 Census

<sup>17</sup> Tables 5.1a to 5.1e are taken from the Census 2011. Special tables were commissioned by ONS to cover the ethnicity and several data sets were produced and made available on the ONS website on the 21<sup>st</sup> January 2014. See Tables CT0127 and CT0128. Main article: <http://www.ons.gov.uk/ons/rel/census/2011-census-analysis/what-does-the-2011-census-tell-us-about-the-characteristics-of-gypsy-or-irish-travellers-in-england-and-wales-/index.html>



- 4.4 Table 4.1c provides an analysis of people and households and shows that the average household size is 2.8 persons for Gypsies and Travellers in Dover District. This compares with an average household size of 2.3 (down from 2.4 in 2001) for the UK as a whole and looking at all households. There is some variation in the average Gypsy and Traveller household size between accommodation types, however, with an average of 2.6 persons per household in houses/bungalows compared with 4.1 persons per household in flats/maisonettes/apartments and 2.0 persons per household living in caravans/mobiles.

Total: Accommodation type	House or bungalow	A flat, maisonette or apartment	A caravan or other mobile or temporary structure
2.8	2.6	4.1	2.0

Source: 2011 Census

## Caravan Count information

- 4.5 Snapshot counts of the number of Gypsy and Traveller caravans were requested by the Government in 1979, and have since been undertaken bi-annually by local authorities on a voluntary basis every January and July<sup>18</sup>. Their accuracy varies between local authorities and according to how information is included in the process. A major criticism is the non-involvement of Gypsies and Travellers themselves in the counts. However, the counts, conducted on a single day twice a year, are the only systematic source of information on the numbers and distribution of Gypsy and Traveller caravans and trailers. The counts include caravans (or trailers) on and off authorised sites (i.e. those with planning permission) but do not relate necessarily to the actual number of pitches on sites.
- 4.6 The latest Traveller caravan count figures available are from the July 2017 Count of Traveller Caravans (England)<sup>19</sup>, which nationally found that:
- The total number of traveller caravans in England in July 2017 was 22,792. This is 1,422 more than the 21,370 reported in July 2016.
  - 6,701 caravans were on authorised socially rented sites. This is an increase of 429 since the July 2016 count, which recorded 6,272.
  - The number of caravans on authorised privately funded sites was 12,370. This was 753 more than the 11,617 recorded in July 2016. The number of caravans on authorised private sites has increased each year since 2007 (see Figure 1).

<sup>18</sup> Historically caravan counts have not included Travelling Showpeople. Since 2010 the Government has requested that January counts include Travelling Showpeople, however, the figures relating to Travelling Showpeople are reported separately and not included in the overall count figures.

<sup>19</sup> DCLG Count of Traveller Caravans July 2017 England, Housing Statistical Release 16 November 2017

- The number of caravans on unauthorised encampments on land owned by travellers was 2,197. This is a decrease of 19 compared to the July 2016 figure of 2,216.
- The number of caravans on unauthorised encampments on land not owned by travellers was 1,524. This was 259 caravans more than the July 2016 count of 1,265.
- Overall, the July 2017 count indicated that 84 per cent of traveller caravans in England were on authorised land and that 16 per cent were on unauthorised land. This is the same as the 2016 count.

4.7 At the county level, the count found that<sup>20</sup>:

- In July 2017 there were 1,831 traveller caravans in Kent. This is 10% more than one year ago when there were 1,665 caravans. There were an additional 45 caravans in Medway Unitary Authority.
- Of the 1,831: 300 (16%) were socially rented on authorised sites. 1,148 (63%) were private caravans on authorised sites. 383 (21%) were on 'unauthorised' sites.
- The 21% on 'unauthorised' sites is above the national (England) average of 16%.

4.8 The figures for the last six Traveller caravan counts for the District are set out in Table 4.2. This shows that an average of 45 caravans have been recorded on sites across the District during the six-count period. Of these, around four-fifths (81.1%) are on authorised sites with planning permission. The majority are on private sites (77.4%) and 13.4% on social-rented sites. An average of just under one-fifth (18.9%) of recorded caravans are on unauthorised sites, without planning permission. There have typically been around nine caravans identified on unauthorised land in each count.

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<sup>20</sup> Kent County Council, *Strategic Intelligence Statistical Bulletin*, November 2017

Dover Count	Authorised sites with planning permission		Unauthorised sites without planning permission	Total
	Social Rented	Total Private	Total Unauthorised	
Jan 2015	22	17	8	47
Jul 2015	14	20	8	42
Jan 2016	22	20	7	49
Jul 2016	14	19	9	42
Jan 2017	14	21	10	45
Jul 2017	14	22	9	45
<b>Six-Count Average</b>	<b>16.7</b>	<b>19.8</b>	<b>8.5</b>	<b>45</b>
<b>Six-Count % Average</b>	<b>37.0%</b>	<b>44.1%</b>	<b>18.9%</b>	<b>100.0%</b>

Source: DCLG Traveller Caravan Count, Live Table 1 (July 2017)

4.9 In addition to the bi-annual Traveller Caravan Count, there is an annual snapshot count of the number of Travelling Showpeople caravans, which is undertaken alongside the January count of Gypsy and Traveller caravans (as above). The most recently-available published data is therefore January 2017. Overall findings include<sup>21</sup>:

- In England, the number of Travelling showpeople caravans totalled 2,701; down from 2,487 the previous year. Of which: 60 were socially rented 2,432 were private caravans 209 were on 'unauthorised' sites (i.e. without a planning permission)
- The number of Travelling showpeople caravans in Kent in the January 2017 return was 19 vans; down from 27 in the previous year. These were recorded in three local authorities: Dartford (6), Swale (6) and Tonbridge & Malling (7). In addition, Medway also recorded 19 vans.

4.10 Table 4.3 sets out the data from the last four Travelling Showpeople caravan counts, 2014-2017. This shows that no Travelling Showperson caravans were recorded in the District.

<sup>21</sup> Kent County Council, *Strategic Intelligence Statistical Bulletin*, November 2017

**Table 4.3 Annual Travelling Showpeople caravan count figures January 2014 to January 2017**

Dover Count	Authorised sites with planning permission		Unauthorised sites without planning permission	Total
	Social Rented	Total Private	Total Unauthorised	
2014	0	0	0	0
2015	0	0	0	0
2016	0	0	0	0
2017	0	0	0	0
<b>Four-Count Average</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Four-Count % Average</b>	-	-	-	-

Source: DCLG Travelling Showpeople Caravan Count, Live Table 3 (July 2017)

4.11 The DCLG caravan count data also records Traveller and Travelling Showpeople caravan sites provided by local authorities and private registered providers in England<sup>22</sup>. The most up-to-date data from July 2017 identifies one public site in Dover, namely the Snowdown Caravan Site in Aylesham Road.

**Table 4.4 Traveller and Travelling Showpeople caravan sites provided by local authorities and registered providers in Dover, July 2017**

Site and address	Date site opened	Date of last site changes	Total no. of pitches	of which		Caravan capacity
				residential	transit	
Snowdown Caravan Site, Aylesham Road, Aylesham, Nr Canterbury, Kent	1985	2002	3	3	0	4

Source: DCLG Traveller Caravan Count, Live Table 2 (July 2017)

## Local information

4.12 Data on the provision of sites considers both authorised and unauthorised sites across Dover.

4.13 Broadly speaking, authorised sites are those with planning permission and can be on either public or privately-owned land. Unauthorised sites are made up of either longer term<sup>23</sup> unauthorised encampments<sup>24</sup>, that have been in existence for some

<sup>22</sup> DCLG Count of Traveller Caravans July 2017 England, Housing Statistical Release 17 November 2017, Live Table 2

<sup>23</sup> Approximately three months or longer

<sup>24</sup> Please note that unauthorised encampments also encompass short-term illegal encampments, which are more indicative of transit need, see para 7.10 for more information on these encampments.

considerable time and so can be considered to be indicative of a permanent need for accommodation (in some instances local authorities class these as tolerated sites and do not take enforcement action to remove them); and unauthorised developments, where Travellers are residing upon land that they own and that does not have planning permission (see Appendix E for more detailed definitions).

- 4.14 In terms of Gypsy and Traveller site provision within Dover, there is one permanent local authority site, 11 private permanent sites and four private tolerated sites. There are five<sup>25</sup> unauthorised sites and no Travelling Showpeople yards in Dover District. Site details are set out in Table 4.4 and site locations are shown by Map 4.1.

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<sup>25</sup> Note in June 2018 the site North of Westmarsh Farm was granted temporary planning permission

Site/Yard Code	Site/Yard Name	Address	Type	Ownership	Pitches	Households	Response
LA1	Snowdown Caravan Site	Aylesham Road, Aylesham	Kent County Council operated site	Public site	14	14	10
Priv1	Land adjacent to 6 California Row	California Row, Wingham Well	Permanent authorised	Private	1	1	1
Priv2	Land to the south of Alkham Valley Road / Land to the rear of The Meadows, AVR, Alkham	Alkham Valley Road, Alkham	Permanent authorised (Allowed on Appeal)	Private	4	4	4
Priv3	Cobb's Yard	Longmete Road, Preston	Permanent authorised	Private	1	0	0
Priv4	The Barnyard	Greenwich Lane, Ewell Minnis	Permanent authorised (retrospective)	Private	1	1	1
Priv5	The Willow	Rusham Road, Shatterling, Staple	Permanent authorised	Private	1	1	1
Priv6	Lawson Park	Moat Lane, Ash	Permanent authorised	Private	1	1	1
Priv7	Homeland	Paramour Street, Ash	Permanent authorised	Private	1	1	0
Priv8	Falconsview Meadow	Falconsview Meadow, Barville Road, Tilmanstone	Permanent authorised (allowed on appeal)	Private	1	1	0
Priv9	Hollyoak	Hollyoak, Marshborough Road, Marshborough, Nr Ash	Permanent authorised (allowed on appeal)	Private	1	0	0
Priv10(1)	Land at Hay Hill - Pitch 1	Ham, Eastry	Permanent authorised (allowed on appeal)	Private	1	0	0
Priv10(2)	Land at Hay Hill - Pitch 2	Ham, Eastry	Permanent authorised (allowed on appeal)	Private	1	0	0
Priv10(3)	Land at Hay Hill - Pitch 3	Ham, Eastry	Permanent authorised (allowed on appeal)	Private	1	1	1
Priv10(4)	Land at Hay Hill - Pitch 4	Ham, Eastry	Permanent authorised (allowed on appeal)	Private	1	2	2
Priv11	Land at Bowesfield Farm	East Langdon Road, Guston	Permanent authorised	Private	1	1	1
PrivTol1	Summerfields	Newcastle Lane, Ewell	Permanent authorised	Private	1	1	1

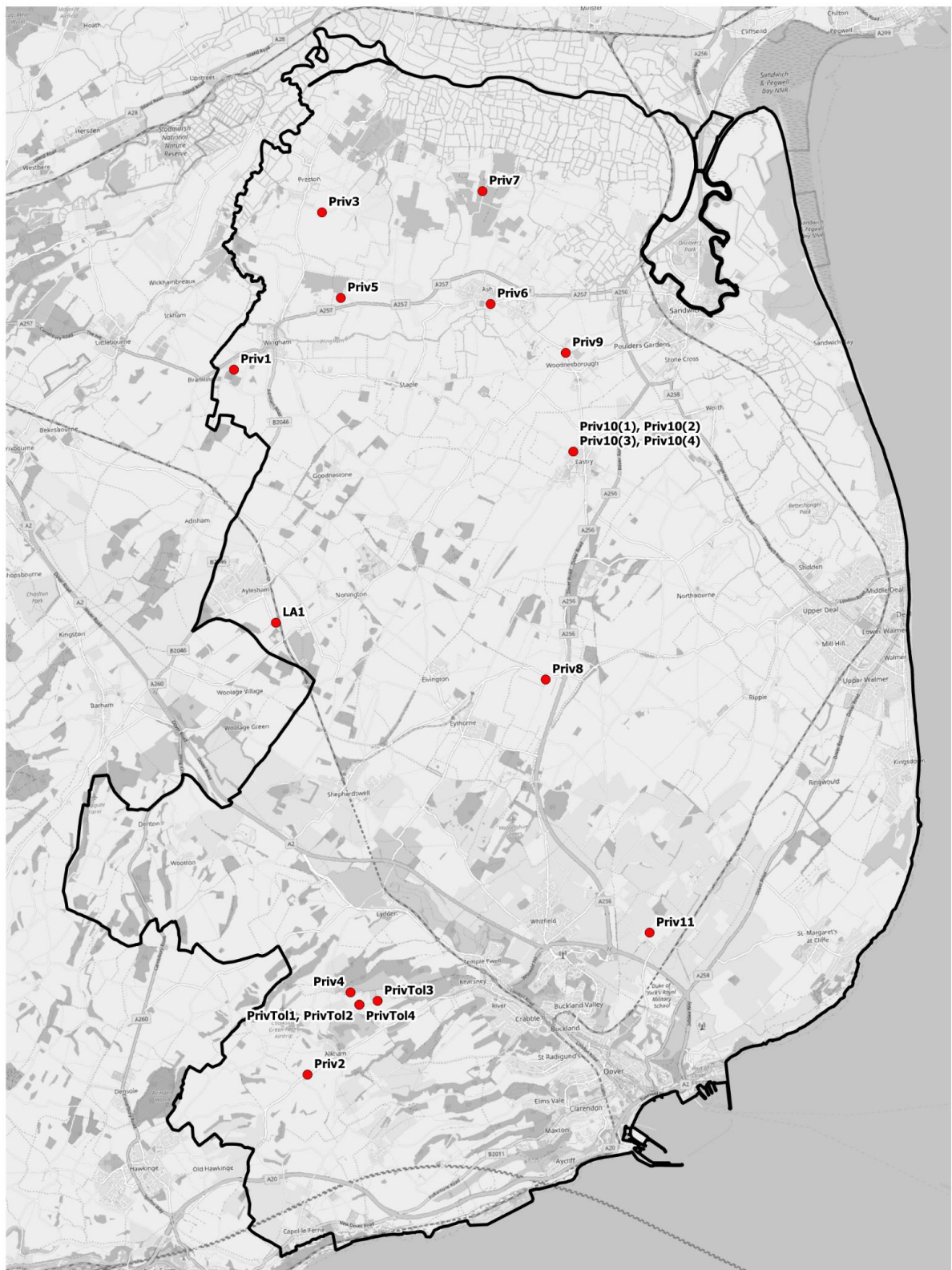
Table 4.4 List of Gypsy & Traveller sites and Travelling Showperson yards (as at November 2017)							
Site/Yard Code	Site/Yard Name	Address	Type	Ownership	Pitches	Households	Response
		Minnis	(Certificate of Lawfulness)				
PrivTol2	2 The Land	Newcastle Lane, Ewell Minnis	Permanent authorised (Certificate of Lawfulness)	Private	1	1	1
PrivTol3	'Caravan'	The Council House, Red Barn Lane, Ewell Minnis	Permanent authorised (Certificate of Lawfulness)		1	1	1
PrivTol4	Caravan, Romany Acres, Belsey Lane	Ewell Minnis		Private	1	1	1
Unauth1		Alkham	Unauthorised (retrospective application being considered to increase site from 2 pitches to 6)	Private	0	0	0
Unauth2		Ewell Minnis	Unauthorised	Private	1	1	1
Unauth3		Alkham	Unauthorised (retrospective application being considered)	Private	1	1	1
Unauth4		Ewell Minnis	Unauthorised	Private	1	1	1
Unauth5*	Land North of Westmarsh Drove, Westmarsh	Westmarsh	Unauthorised	Private	6	3	3
<b>TOTAL</b>					<b>44</b>	<b>38</b>	<b>32</b>

Source: Dover Council data 2017, site survey fieldwork 2017

Note: Private Tolerated Sites are long-term site where enforcement action is not expedient and a Certificate of Lawful Use would be granted if sought.

\*note this site received Temporary Planning Permission in June 2018

Map 4.1 Location of sites in Dover District





## 5. Household survey findings

- 5.1 This chapter presents the findings of the household survey, which was carried out to provide primary data to inform this GTAA. The survey aimed to reach as many Gypsy, Traveller, Travelling Showpeople and houseboat dweller households living within Dover as possible. It was conducted using the questionnaires which are set out in Appendix C.
- 5.2 The methodology is set out in Chapter 3.
- 5.3 There was a total of 32 responses to the household survey. Of these:
- 22 were Gypsies and Traveller households living on permanent authorised pitches;
  - 4 were Gypsy and Traveller households living on tolerated sites; and
  - 6 were Gypsy and Traveller households living on unauthorised sites.
- 5.4 The data collected has been used to establish the extent to which additional pitches and plots are required. This assessment is set out in Chapter 7.
- 5.5 It would not be appropriate to provide a detailed analysis of the survey information as this has the potential to identify individual responses. Broad summaries of the household survey data findings are presented below in order to maintain respondent confidentiality.

### Gypsy and Traveller households living in Dover

- 5.6 A total of 32 Gypsy and Traveller households were interviewed living on pitches across the District. Of the households responding to the question (base of 31), 42% identified themselves as English Romany; 23% identified as English Traveller; 23% identified as Irish; 6% as English Gypsy and 6% as British.
- 5.7 No doubling-up of households was indicated. However, there was significant variation in the size of households. 31% of households were single person; 31% comprised of two people; 6% were three people; 6% were four people and 25% included five or more people (of whom 6% comprised of five people, 3% six people, 13% eight people and 3% eleven people).
- 5.8 Asked to identify their household form, 33% of respondents to the question (base of 30) stated '*family*', '*extended family*' or '*large family*'. A further 7% identified as single parents, indicating that around 40% of households include children overall. 30% of responding households identified as comprising a single adult. 30% identified as couples, with 10% specifying '*older couple*'.
- 5.9 The people interviewed provided information relating to the size of their household and the age of people living within their household. This identified a total of 101 people living within the 32 households, indicating an average (mean) of 3.2 persons per household across all pitches.
- 5.10 Ages were provided for 95 people from the total identified population of 101 (across the 32 households interviewed). A total of 25 children under the age of 13 years were

- identified. In addition, there were a further 14 young people aged 13-19 years and therefore likely to form households in the next 5 years (2017/18 to 2021/22).
- 5.11 Of the population for whom ages were supplied (95 persons), 26% were aged under 13 years, 15% were aged 13-19 years, 27% were aged 20-39 years, 21% were aged 40-59 years and 11% were aged 60 years or older. Whilst those withholding age information may have tended to be older (distorting the trends to a small degree), the household survey indicates that the Gypsy and Traveller population is relatively youthful, with a large child and teenage contingent.
- 5.12 Regarding bedspaces, 29 respondents provided information on how many bedspaces they have available for their household. From this base of 29 responding households, most Gypsies and Travellers reported that they have either two (24%) or three (45%) bedspaces. A further 14% stated four bedspaces, 7% stated five bedspaces and 10% stated eight bedspaces.
- 5.13 In terms of duration of residence, 24% of respondents answering the relevant question (base of 29) said 2 years or less; 10% stated 3-5 years; 21% stated 6-10 years and 45% stated over ten years or more. The main reason for moving to the area was family.
- 5.14 When asked about overcrowding, 3 respondents said that their home is overcrowded, which represents 10% of households responding to the question (base of 31). One respondent (3%) said that their pitch is overcrowded.
- 5.15 18 respondents (or members of their household) stated that they had travelled in the preceding year. The same 18 respondents had also travelled previous to the past year. From the total of 32 responding households, 56% had travelled in the past year and previously, whilst 44% had not travelled. The most popular reasons for travelling were work-related including fairs, followed by cultural reasons, with several saying it was '*in their blood*'.
- 5.16 18 households are planning to travel in the next year (62% from a base of 29), and the same 18 expect to travel each year for the next five years and beyond (56% from a base of 32). Reasons for *not* travelling included being too old, not needing to travel and having children.
- 5.17 The household survey asked about their accommodation plans for the future. Five respondents stated that they are planning to move within the next five years. One did not specify their intended type of accommodation but four expressed an intention to live on a pitch ('*chalet*', '*tourer*', '*trailer*' and '*caravan*' were mentioned).
- 5.18 Three respondents to the household survey said that there are people in their household who want to move to their own pitch in the next five years (i.e. emerging households). Of these three emerging households, all three have travelled or plan to travel and they intend to live in a trailer or caravan.
- 5.19 In terms of scope to expand provision at their current site, seven respondents expressed the view that this is possible. A range of between one and six additional pitches was suggested as possible. Three respondents felt that there was potential to intensify existing pitches.
- 5.20 Gypsies and Travellers were asked whether they feel there is a need for transit pitches in the District (for people stopping over temporarily). 52% of those responding to the

question (16 from a base of 31) said yes and 48% said no (15 responses). A range of between two and 12 transit pitches was recommended and one respondent stated 'lots'. The strongest preference expressed was for Council management. 69% of those responding (9 from a base of 13) stated a preference for Council management, compared with 23% (3 respondents) who stated a preference for management by members of the Gypsy and Traveller community and 8% (one respondent) who stated private management.

- 5.21 70% of respondents considered that there is a need for additional permanent pitch provision in Dover (21 respondents from a base of 30), compared with 30% (9 respondents) who did not see a need for more permanent pitches in the District. A range of between one and ten was mentioned by respondents.

## 6. Stakeholder consultation

### Overview

- 6.1 A joint stakeholder consultation was undertaken in partnership with Ashford, Canterbury, Dover, Folkestone & Hythe, Swale and Thanet Councils as part of the GTAA process.
- 6.2 Key stakeholders were identified by each of the participating six local authorities. These individuals were invited by arc<sup>4</sup> to participate in an online survey to provide their views on a range of issues relating to Gypsy and Traveller and Travelling Showpeople community within the six council areas and the surrounding area.
- 6.3 A total of 49 separate responses (some only partial) to the stakeholder consultation were obtained from representatives from the county, district, borough and parish councils, utility and healthcare providers, natural and historic environment organisations, planning consultants and Gypsy, Traveller, Travelling Showpeople and Bargee Traveller representative organisations. Respondents were asked to answer only the questions that they felt were relevant to their knowledge and experience. This is a qualitative summary of the views expressed by stakeholders responding to the online survey.
- 6.4 A copy of the questions set out in the online stakeholder survey can be found in Appendix D.

### General support for Gypsies and Travellers

- 6.5 Respondents were asked if they think that there is sufficient understanding and monitoring of the education, employment, health, accommodation and support needs of Gypsies, Travellers and Travelling Showpeople within the study area.
- 6.6 There was a range of feedback with some respondents identifying a sufficient understanding and monitoring of the needs of the Gypsy, Traveller and Travelling Showpeople community across the County, with particular reference to the strategic role of Kent County Council. Others highlighted a lack of understanding and support identifying the community as '*very misunderstood*' and that this has resulted from limited knowledge of the Gypsy, Traveller and Travelling Showpeople community and their culture. In addition, other expressed concern regarding the role of Non-governmental Organisations (NGOs) and local authorities in communicating with the community.
- 6.7 Furthermore, the findings identified that there is a better understanding of the needs of the Gypsy, Traveller and Travelling Showpeople community with regard to accommodation on public sites and in turn limited understanding in relation to private sites.
- 6.8 In terms of additional support required to assist Gypsy, Traveller and Travelling Showpeople families, the following were mentioned by stakeholders: more training, raising awareness, building better links between communities (particularly in villages and rural areas), helping the community engage with parish and town councils, making

information more available (in a variety of formats), employing liaison officers and providing education support such as Virtual Schools. Specifically, a need for direct support to the Gypsy, Traveller and Travelling Showpeople community was emphasised by several respondents, as well as the requirement to review the availability of suitable land to meet accommodation needs and the provision of more information and assistance on this. The need for a change and commitment at the local level was also highlighted (e.g. potential community trusts and partnerships). The limited support from Government and local authorities, combined with the existing pressure on local services, were recognised as challenges in meeting the needs of the community.

- 6.9 Several respondents raised concerns in relation to the lack of awareness of the Gypsy, Traveller and Travelling Showpeople culture and perception of the community. Suggestions to raise awareness and promote cohesion between the settled and Gypsy, Traveller and Travelling Showpeople communities included more training, including training officers to better understand the ways and traditions of Gypsies, Travellers and Travelling Showpeople; ‘*myth busting*’; establishing better links with existing Gypsy, Traveller and Travelling Showpeople community groups and seeking proactive solutions; engaging with the settled community and facilitating effective communication through websites, public meetings and events.
- 6.10 In terms of specific actions that organisations have taken to raise awareness of the cultural, support and accommodation requirements of Gypsies, Travellers, Travelling Showpeople and Bargee Travellers, the following were mentioned: training for officers and members; arranging specific events to aid understanding of Gypsy and Traveller, Travelling Showpeople and Roma people; and showing respect and understanding for the traditions and cultures of these communities in dealing with and working with them. A lack of funding was highlighted as a problem in restricting opportunities at the present time.
- 6.11 Gypsy, Traveller and Travelling Showpeople organisations reported on a range of activities: fund raising; providing education support, training, employment, youth clubs and sports; putting on shows at the County Showground; building community centres; providing accommodation and a transit site; and providing advice to Government through a DCLG working group and Traveller Law Reform Unit.
- 6.12 Additional comments regarding these issues predominantly focused on concerns regarding stigma, bias and barriers that exist in some cases. The need for equality and inclusivity was highlighted, with organisations and communities working in partnership. In terms of support for the community, there was a suggestion of creating alternative educational facilities to give children practical skills.

## Provision of accommodation

- 6.13 Stakeholders were asked to respond to a series of questions relating to the need for new pitch provision (both permanent and transit), existing pitch provision, households living in bricks and mortar accommodation, and unauthorised encampment activity. Their responses are summarised below.

## New Permanent sites

- 6.14 Stakeholders were asked whether or not they felt that there is sufficient provision of permanent pitches and plots for Gypsies, Travellers and Travelling Showpeople in the study area. Reference was made to the lack of supply identified as a result of a national assessment, as well as factors identified as demonstrating a demand for additional supply including the number of applications and appeal on small proposals, the complexities surrounding existing capacity and an increasing population.
- 6.15 In terms of potential locations for new provision, the following points were made by respondents:
- new sites/yards should be located within reasonable reach of services such as schools, shops, health, training and employment;
  - not too close to residential properties, however *'...out on the periphery of society'*;
  - new sites/yards need adequate transport links, with good quality access to the primary road network;
  - Brownfield sites in urban areas;
  - a partnership working party was proposed, made up of local NGOs and local authorities, this working party could look at areas and consult with the community; and
  - new sites should be sensitive to the historic environment and assessed for impact on heritage impacts. This does not indicate that sites should not be located close to designated heritage assets however design should be carefully considered.
- 6.16 Stakeholders were asked if there are areas that should be avoided for new permanent pitch/plot provision, and the following suggestions were received as locations to avoid:
- Areas of Outstanding Natural Beauty (AONB) and Areas of High Landscape Value;
  - locations within or immediately adjacent to Biodiversity Opportunity Areas (BOAs), designated wildlife sites, Sites of Special Scientific Interest (SSSI)/RAMSAR;
  - locations in areas of Flood Zones 2/3. It was recommended that local planning authorities should carry out a Sequential Test (ST) for any proposed site, even for change of use. It must also pass the Exception Test (ET) at the planning application stage;
  - sites adjacent to wastewater treatment works;
  - other high risk areas, including rubbish dumps;
  - town centres, village centres and hamlets;
  - sites that have or require access to the high speed road network;
  - rural areas served by narrow country roads; and
  - locations near to vulnerable people.
- 6.17 Respondents identified the following barriers to new site provision:

- public opposition and perceptions of Travelling communities, as well as public pressure against development;
- dynamic political system (e.g. moving goalposts through policy change) and uncertainty in assessing need, especially in terms of Government policy and definitions of ‘Traveller’;
- the availability of suitable sites and land ownership issues;
- the cost of land and a lack of funding for public/Council-run sites (including maintenance and management, as well as site development);
- impacts of new sites on the road network, through traffic generation. (this is particularly relevant where direct access to a trunk road is required); and
- preferences of the Gypsy, Traveller and Travelling Showpeople community in relation to site location.

### Transit sites

- 6.18 When asked whether transit sites are needed, there was a variety of responses, with some recognising the change to the ‘Traveller’ definition as a challenge in identifying provision, as well as the strategic route network (e.g. A2, A299 and M2) as a contributing factor toward migration patterns. It was recommended that further work is undertaken, from a county perspective, to identify any work migration patterns linked to agricultural and seasonal work.
- 6.19 The importance of consulting with the Travelling communities themselves in planning for transit provision was emphasised to avoid the implementation of Sections 62a to e (Direction Orders) against the Gypsy, Traveller and Travelling Showpeople community.
- 6.20 With regard to barriers to transit site provision, the following factors were highlighted:
- public opposition and perceived lack of political will;
  - socio-economic status of the local community and fear of change;
  - the challenge of making strategic transit provision without a strategic planning body;
  - site maintenance and management;
  - costs; and
  - site access issues.
- 6.21 In terms of additional comments, it was suggested that transit provision could be encouraged on part of small sites.

### Public, affordable and social rented provision

- 6.22 The survey asked stakeholders whether they thought that there is a need for public, affordable or social rented pitches within the study area.

- 6.23 In general, respondents recognised that there is a general requirement for this form of provision across the county (e.g. at strategic level), as well as a range of publicly owned sites. In addition, others highlighted the increasing waiting list for sites across Kent and concerns regarding the existing condition of relevant sites across Kent and whether they are ‘fit for purpose’ to meet need. It was suggested that a public forum is created including organisations that work closely with the Gypsy, Traveller and Travelling Showpeople community.

### Existing permanent sites

- 6.24 There was limited response from stakeholders in relation to survey questions regarding existing sites and their facilities. Comments were made in relation to the disparities between the condition and maintenance of publicly owned and private sites. Specifically, responses suggested that publicly owned sites are under-managed and in turn not attractive to the community. The factors contributing to this include a lack of public funding, a limited knowledge of the requirements of the Gypsy, Traveller and Travelling Showpeople community and the use of commercial restrictions that impact on employment prospects.
- 6.25 Stakeholders were asked if they were aware of issues or tensions between Gypsies, Travellers and Travelling Showpeople and the settled community. Representatives for the Gypsy, Traveller and Travelling Showpeople community expressed concerns regarding the support provided to the community in relation to education and employment. In addition, matters including the integration of local Gypsy, Traveller and Travelling Showpeople communities and an understanding of behaviour were identified. The potential creation of ‘site open days’ inviting representatives of the settled community to see and talk to travellers was suggested as an approach to help to break down existing barriers.
- 6.26 Additional comments from stakeholders on these issues included reiterating the need for more positive aspirations, and the creation of forums including a range of stakeholders such as business investors and local authorities.

### Bricks and mortar

- 6.27 With regard to bricks and mortar accommodation, there is an awareness of those living in bricks and mortar accommodation in a few settlements across the Dover District. Respondents expressed the need for additional and alternative pitch provision to cater for members of the Gypsy, Traveller and Travelling Showpeople community living in bricks and mortar who would prefer to live on a site. It was suggested that consultation with bricks and mortar residents is undertaken to identify preferences and requirements to help meet wider housing needs.
- 6.28 Stakeholders were asked if there is sufficient support available to Gypsies, Travellers and Travelling Showpeople living in settled accommodation in the study area to help them manage their housing effectively, to which there was limited feedback. However, representatives did identify a lack of awareness and knowledge amongst the Gypsy, Traveller and Travelling Showpeople community of organisations managing rents, health, training and employment which in turn has resulted in an increase in



organisations signposting members of the community. This highlights a requirement for further information and awareness of available support and services for the Gypsy, Traveller and Travelling Showpeople community.

- 6.29 Stakeholders were asked if they were aware of whether Gypsies, Travellers and Travelling Showpeople feel safe in bricks and mortar accommodation in the study area, and if they have specific cultural needs. Responses indicate that it is considered that those in owner-occupied bricks and mortar accommodation are usually content, having chosen to live in their home. However, many in ‘public’ accommodation have been ‘forced into it’ and are unhappy. With limited choices, they may end up on troubled estates, with negative consequences. With specific reference to Dover, ‘attitudes and behaviour are constant challenges’ were identified and it was suggested that this could be improved by working to building better relationships via information or welcome packs for new residents.
- 6.30 Additional comments concerned the need for a greater understanding of community requirements and the suggestion of a county working group to include local NGOs.

### Unauthorised encampments

- 6.31 In relation to unauthorised encampment activity across Kent, the increase in number of unauthorised incursions across the county was noted. Particular reference was made to the lack of provision at the strategic level and the associated negative impacts resulting from unauthorised encampment activity (e.g. social nuisance, road safety concerns on strategic road network or on highway verges, litter, upset for local residents and police and officer time).

### Planning policy

- 6.32 The survey asked stakeholders whether they felt that there were any areas within planning policy that have restricted the provision of new pitches/plots for the Travelling community. Uncertainty and issues over the definition of ‘Traveller’ was mentioned, including a lack of understanding within the community themselves and the need to prove regular travel, which isn’t possible for more vulnerable members of the community. In addition, a lack of clarity in the NPPF was noted, leading to ‘*planning policy by appeal*’ (please note this consultation was undertaken prior to the publication of Revised Draft NPPF<sup>26</sup>). There were also concerns raised regarding pitch numbers, potential discrepancies in the assessment of need and whether or not supply could be demonstrated (for five years or the relevant plan period).
- 6.33 Some representatives mentioned restrictions such as Green Belt, environmental designations and considerations such as transport sustainability. However, they noted that these planning policies are necessary to protect the environment and to ensure that sites are suitable.

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<sup>26</sup> MHCLG, *Revised Draft National Planning Practice Framework (NPPF)*, March 2018

- 6.34 The online survey asked stakeholders if they feel that more could be done through planning policies and site allocations in Local Plans to identify and bring forward new sites for the provision of pitches/plots. Responses suggested that there is a lack of suitable land identified and allocated for Gypsy and Traveller sites or Travelling Showpeople yards across Kent and in turn provision is made through planning applications/appeals. Other responses recommended that site allocations should include details on site delivery and associated funding, as well as the review of council owned land for potential provision and intensification of existing private sites in meeting needs.
- 6.35 When asked what impact they think the August 2015 changes to PPTS are having on provision, views expressed include:
- lack of clarity, uncertainty and a variety of interpretations, particularly regarding how to apply changes in definitions;
  - concern that PPTS 2015 has *'eroded some of the previous rights or status of the Gypsy Traveller community'*;
  - concern that PPTS 2015 has *'reduced the need for sites'* and that *'some authorities are now producing two sets of figures – for the old and new definitions, with a political decision being made as to which to use'*;
  - understanding that it should ease the pressure on designated areas such as AONB, for social and environmental long-term benefit and sustainability, but concern that a reduced area of search for sites means competing for housing land.
- 6.36 In terms of additional comments on these issues, the need for partnership working was stressed, including the involvement of local representatives within the community.

### Cross-boundary issues

- 6.37 In terms of the movement of Gypsies, Travellers and Travelling Showpeople within East Kent and to/from neighbouring areas, the vast majority of stakeholders were not aware of any regular movements.
- 6.38 With regard to cross-boundary issues, stakeholders expressed concern regarding repeated applications for planning permission for Gypsy, Traveller and Travelling Showpeople developments within flood zones and adjacent to watercourses, both in terms of the potential risk to life and property and the potential impact on watercourses and biodiversity. Concerns were also raised in relation to the lack of alternative sites and the granting of temporary planning permissions at appeal whilst in inappropriate locations according to national policy. Additionally, the *'forced'* movement across boundaries was highlighted.
- 6.39 Overall, stakeholders considered that the key outcomes of the study should be:
- an accurate and detailed needs assessment, providing objective evidence of the need for provision;
  - more emphasis on provision (e.g. public and private sites);

- guidance on what type of locations should be considered for site allocations;
  - the identification of appropriate areas, suitable land and potential locations (either permanent or temporary) for provision;
  - a consideration for how the provision of sites relates to the historic environment, including both the impact of development on heritage assets and an understanding of the cultural heritage and customs of Romany Gypsies and Irish Travellers, for example recognising the location of traditional stopping sites where they continue to exist;
  - constant monitoring of existing facilities;
  - a more informed understanding of the challenges and the development of an inclusive action plan better reflecting community needs;
  - community involvement in local and county decisions, with joined-up problem solving and cross-party and NGO partnership in seeking solutions; and
  - raising public awareness.
- 6.40 Stakeholders were asked if they agree that the stakeholder survey contributes to the requirement under the Duty to Cooperate with neighbouring authorities. The vast majority of responses were in positive agreement that the consultation contributes in the Duty to Cooperate and the importance of better working partnerships to contribute towards better outcomes was stressed. .

## 7. Gypsy and Traveller pitch, Travelling Showperson plot and transit site requirements

### Introduction

- 7.1 This section reviews the overall pitch and plot requirements of Gypsies and Travellers and Travelling Showpeople across Dover District. It takes into account current supply and need, as well as future need, based on modelling of data, as advocated by the DCLG. This chapter also considers transit pitch requirements for Gypsies and Travellers. Finally, it presents planning policy recommendations.
- 7.2 The calculation of pitch requirements is based on DCLG modelling as advocated in *Gypsy and Traveller Accommodation Assessment Guidance* (DCLG, 2007). Although now formally withdrawn, the DCLG Guidance still provides the best-practice approach towards the assessment of pitch and plot needs (see Chapter 2 for further discussion).
- 7.3 This approach requires an assessment of the current needs of Gypsies and Travellers and a projection of future needs. It advocates the use of a survey to supplement secondary source information and derive key supply and demand information.
- 7.4 The GTAA has modelled current and future demand and current and future supply separately for Gypsies and Travellers and Travelling Showpeople. For this study, the model has assumed a cultural definition<sup>27</sup> of Gypsies and Travellers and Travelling Showpeople but also takes account of the PPTS planning definition<sup>28</sup> as an element of the modelling.

### Pitch requirement model overview

- 7.5 Pitch requirements are assessed over an initial five-year period (2017/18 to 2021/22) (the 5-year model) and then longer-term need is based on the expected number of households likely to form over the remainder of the plan period (2022/23 to 2037) based on the age profile of children under 13 living in Gypsy and Traveller households on pitches (the longer-term model). The modelling is based on the cultural need for pitches but the impact of the PPTS definition on need is also considered.
- 7.6 In terms of **cultural need**, the 5-year model considers:
- The baseline number of households on all types of site (authorised, unauthorised and temporary authorised sites) as at November 2017;
  - Existing households planning to move in the next 5 years (currently on sites and also from bricks and mortar and where they are planning to move to); and
  - Emerging households currently on sites and planning to emerge in the next five years and stay within the study area on a pitch; to derive a figure for

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<sup>27</sup> Further information on the wider 'cultural definition' of Gypsies, Travellers and Travelling Showpeople can be found at Appendix E: Glossary of Terms

<sup>28</sup> Further information on the 'PPTS definition' of Gypsies, Travellers and Travelling Showpeople can be found at Appendix E: Glossary of Terms

- Total pitch need.
- 7.7 In terms of **supply**, the model considers:
- Total supply of current pitches on authorised sites; and
  - Vacant pitches on authorised sites.
- 7.8 The model then reconciles total need and existing authorised supply over the next 5 years by summarising:
- Total need for pitches; and
  - Total supply of authorised pitches.
- 7.9 The longer-term element of the model then considers the cultural need over the remainder of the plan period (to 2037).

## Description of factors in the 5-year need model

- 7.10 Table 7.1 provides a summary of the 5-year pitch need calculation. Each component in the model is now discussed to ensure that the process is transparent and any assumptions clearly stated.

### Need

7.11 **Current households living on pitches (1a to 1e)**

These figures are derived from local authority data, site observation and household survey information. Note that no households stated they were doubled up or included concealed households. Site observation data indicates there are 38 households living across 37 pitches (this discrepancy is due to an extended family living on one site). Four authorised pitches are currently vacant.

7.12 **Current households in bricks and mortar accommodation (2)**

The 2011 Census suggested there were 62 households living in bricks and mortar accommodation. On the basis of 41 arc<sup>4</sup> studies, it is estimated that 5.3% of households living in bricks and mortar would prefer to live on a site which would equate to 3 households. During interviews, we identified 4 households currently living in bricks and mortar accommodation and these households have been included at 3e.

7.13 **Existing households planning to move in the next five years (3)**

This was derived from information from the household survey for respondents currently on authorised pitches. To account for non-response, the data in the model has been weighted by a factor of 1.1875<sup>29</sup>.

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<sup>29</sup> 32 responses from 38 G&T households on pitches results in a weighting factor of  $38/32 = 1.1875$

Overall, there is a need from 5 households planning to move to another pitch within Dover District and 1 from a pitch to a location outside the District. The model assumes 7 households planning to move from bricks and mortar to a pitch.

An allowance is also made for in-migration. Analysis of the household survey data indicates that around 5 households have moved into the District in the previous 5 years. Of these, all moved onto vacant pitches (implying the occupant had moved or died). All moving households had a connection with the area, with family links generally mentioned. The model makes an allowance for 5 households moving into the District and requiring a pitch which was not previously available (and the weighted figure is 6).

This results in an overall net requirement of +13.5 pitches (weighted) from existing households planning to move in the next 5 years.

#### 7.14 **Emerging households (4)**

This is the number of households expected to emerge in the next 5 years based on household survey information. The total number is +5 (weighted).

If children old enough to form their own household were living with family and have not specified that they want to form a new household, this is assumed to be through choice and the model does not assume they want to form a new household.

#### 7.15 **Total need for pitches (5)**

This is a total of current households on authorised pitches, households on pitches planning to move in the next five years and demand from emerging households currently living on pitches. This indicates a total need for 60 pitches.

## Supply

#### 7.16 **Current supply of authorised pitches (6)**

This is a summary of the total number of authorised pitches and the number of vacant authorised pitches (as at November 2017). This shows a total supply of 37 authorised pitches plus 4 vacant authorised pitches resulting in 41 authorised pitches.

## Reconciling supply and demand

7.17 There is a total need over the next five years (2017/18 to 2021/22) for 56 pitches in Dover District (Table 7.1) compared with a supply of 41 authorised pitches (including vacant pitches). The result is an overall cultural shortfall of 15 pitches.

**Table 7.1 Summary of demand and supply factors: Gypsies and Travellers – 2017/18 to 2021/22**

CULTURAL NEED			Dover District	
1	Total households living on pitches	1a. On LA Site	14	
		1b. On Private Site – Authorised	14	
		1c. On Private Site - Temporary Authorised	0	
		1d. On Private Site - Tolerated	4	
		1e. Unauthorised	6	
		<b>1f. Total (1a to 1e)</b>	<b>38</b>	
2A	Estimate of households in bricks and mortar accommodation	<b>2a. TOTAL (2011 Census)</b>	<b>62</b>	
<b>Weighting applied to stages 3 and 4 = 1.1875 to account for G&amp;T household no-response</b>				
3	Existing households planning to move in next 5 years	<b>Currently on sites</b>		
		3a. To another pitch/same site	0	
		3b. To another site in District	5	
		3c. From site to Bricks and Mortar	0	
		3d. To a site/bricks and mortar outside Borough	1	
		<b>Currently in Bricks and Mortar</b>		
		3e. Planning to move to a site in LA	4	
		3f. Planning to move to another B&M property	0	
		<b>In-migrant households</b>		
		3g. Allowance for in-migration	6	
<b>3h. TOTAL Net impact (3a+3b-3c-3d+3e+3g)</b>		<b>13.5</b>		
4d. 4	Emerging households (5 years)	4a. Currently on site and planning to live on current site	5	
		4b. Currently on sites and planning to live on another site in LA	0	
		4c. Currently on site and planning to live on site outside the study area	0	
		4d. Currently in B&M planning to move to a site in LA	0	
		4e. Currently in B&M and moving to B&M (no net impact)	0	
		4f. Currently on Site and moving to B&M (no net impact)	0	
		<b>4g. TOTAL Net impact (4a+4b-4c+4d)</b>		<b>4.8</b>
		<b>5 Total Need</b>		<b>1f+3h+4g</b>
SUPPLY				
6	Current supply of authorised pitches	6a Current occupied authorised pitches	37	
		6b Current unoccupied authorised pitches	4	
		<b>6c. Total current authorised supply (6a+6b)</b>	<b>41</b>	
RECONCILING NEED AND SUPPLY				
7	Total need for pitches	<b>5 years (from 5)</b>	<b>56</b>	
8	Total supply of authorised pitches	<b>5 years (from 6c)</b>	<b>41</b>	
<b>5 YEAR AUTHORISED PITCH SHORTFALL 2017/18 TO 2021/22</b>			<b>15</b>	

## Longer-term pitch requirement modelling

- 7.18 Longer-term pitch need modelling has been carried out using known household structure information from the household survey of households living on pitches. On the basis of the age of children in households, it is possible to determine the extent of 'likely emergence', which assumes that a child is likely to form a new household at the age of 18.
- 7.19 The year when a child reaches 18 has been calculated and it is possible to assess how many newly forming households may emerge over the period 2022/23 to 2036 (this the last year for which data are available based on the current profile of households) . A reasonable assumption is that half of these children will form new households, bearing in mind culturally women tend to move away on marriage and men tend to stay in close proximity to their families on marriage. The model therefore assumes that 50% of children will form households when they reach 18 and that these households remain in Dover District<sup>30</sup>. Analysis would suggest a total cultural need for 15 additional pitches over the period 2022/23-2035/36 (Table 7.2).

**Table 7.2 Future pitch requirements based on the assumption that 50% of children form households on reaching 18**

Time period	No. children	Expected household formation
2022/23 – 2026/27 (with unweighted figure in brackets)	6 (5)	3 (3)
2027/28 to 2031/32	11 (9)	5 (5)
2032/33 to 2035/36	13 (11)	7 (5)
<b>Total (2022/23 to 2036)</b>	<b>30 (25)</b>	<b>15 (13)</b>

## Planning Policy for Traveller Sites definition

- 7.20 Analysis of household survey data establishes that 56.25% of Gypsies and Travellers living on pitches across Dover District satisfy the PPTS definition of Gypsies and Travellers. The figures vary by type of site, with 50% of households on authorised sites meeting the definition and 70% on sites that are not authorised.
- 7.21 When interpreting PPTS need, modelling is generally used to translate the cultural need to a PPTS need. However, it has been considered appropriate to identify those households living on unauthorised and temporary authorised and tolerated sites as an immediate need to be addressed over the next 5 years. A detailed calculation is

<sup>30</sup> This approach has been tested at inquiry including Worcestershire and Shropshire.



necessary to derive a 5 year PPTS need which takes particular account of households living on unauthorised sites as an ‘immediate need’.

- 7.22 Of the 10 households living on not-authorised sites, 7 met the PPTS definition (70%). Therefore, there is an immediate PPTS need from 7 households. Note that 3 households living on unauthorised sites do not meet the PPTS definition.
- 7.23 As the overall cultural need is for 15 pitches, this implies that there is a cultural need from 5 pitches from households living on authorised sites (a total of 15 minus 7 living on unauthorised pitches meeting the PPTS definition minus 3 living on unauthorised sites who do not meet the definition). Across the authorised sites, 50% meet the PPTS definition, which equals 3 households (rounded). Therefore, the PPTS need over the five year period 2017/18 to 2021/22 is for 10 pitches. Over the longer-term, applying the overall 56.25% of households meeting the PPTS definition results in a PPTS need for 8 pitches (rounded).

	<b>Cultural need</b>	<b>Of which: PPTS need</b>
<b>5-year pitch need (2017/18 to 2021/22)</b>	<b>15.3</b>	<b>12.0</b>
<b>Longer-term need</b>	<b>14.8</b>	<b>8.3</b>
<i>2022/23 to 2026/27</i>	<b>3</b>	<b>1.7</b>
<i>2027/28 to 2031/32</i>	<b>5</b>	<b>2.8</b>
<i>2032/33 to 2035/36</i>	<b>7</b>	<b>3.9</b>
<b>TOTAL pitch need to 2036</b>	<b>30 (rounded)</b>	<b>18 (rounded)</b>

- 7.24 It is recommended that the District Local Plan recognises there is a cultural need for 30 pitches over the plan period (2014 to 2037) and a need for 18 pitches under the PPTS definition.

### Turnover on sites

- 7.25 Turnover relates to the number of pitches that are expected to become available for occupancy. Analysis only includes expected turnover on public sites as this is referenced in (former) CLG guidance and more accurate data on changes in pitch occupancy is likely to be available. Although there is likely to be turnover on private sites, the ability of households to move onto private sites may be more restrictive (for instance the site may be restricted to a particular family) and less likely to be recorded.
- 7.26 Household survey data indicates that 2 out of 10 respondents had lived on their pitch on the local authority site for less than 5 years, implying a low degree of turnover (4% annual turnover rate). An analysis of households planning to move would suggest that only a very small number of households are planning to move in the next 5 years, resulting in a 2% annual turnover of pitches. This translates to a 0.3 pitch annual

turnover. This translates to a turnover of around 6 pitches over the remainder of the plan period.

- 7.27 Site management data indicates 16 pitches have become available for re-letting since April 2014 to March 2018 or 4 pitches each year. However, no further detail was available on whether the pitches re-occupied were from households moving from within the site or if they were new occupant. Therefore, the modelling assumes a minimal impact of turnover on overall need based on the future moving intentions of households.
- 7.28 Table 7.4 illustrates the impact of a 6-pitch turnover over the plan period on overall pitch need. The result of including expected turnover is a reduction in cultural need to 24 pitches and PPTS need is reduced to 12 pitches.

	<b>Cultural need</b>	<b>Of which: PPTS need</b>
<b>TOTAL pitch need for plan period 2017-2036</b>	<b>30</b>	<b>18</b>
Pitches expected to become available through turnover on pitches on Council sites 2017/18 to 2037	6	6
Residual pitch requirement after factoring in expected turnover	24	12

## Potential capacity for Gypsy and Traveller pitches

- 7.29 The household survey asked respondents if there was opportunity to expand or intensify existing sites to accommodate more pitches. Responses suggested that there was potential for around 12 additional pitches across the following sites:
- Local authority                      2-3 pitches;
  - Authorised                              10 pitches in total: 4 pitches (4 respondents stated their pitches could be expanded but did not specify a number, so assume one per site) and intensification of one site with 6 additional pitches
- 7.30 Note that the potential expansion of sites was based on the views of respondents and not a technical appraisal of sites. Further work would be necessary to confirm the potential for expansion.

## Addressing need

- 7.31 The GTAA has established an overall need for 30 pitches (cultural) and 18 pitches (PPTS definition). An element of need is likely to be addressed through turnover and the study as evidenced potential supply of pitches from existing sites. By taking into account a likely turnover of six pitches on the local authority site the residual need is reduced to 24 (cultural) or 12 (PPTS) pitches.

- 7.32 In addition, the study has evidenced potential supply of pitches from existing sites. A potential supply of 12 pitches from existing sites would reduce residual cultural need to 12 pitches and PPTS-defined need would be fully addressed.

### Transit site requirements

- 7.33 The household survey found that 50% of Gypsies and Travellers felt that transit provision should be made in Dover and the majority of those responding (75%) felt this should be managed by the Council. A transit pitch normally has a hard standing, electric hook up and amenity shed. A good indicator of transit need is unauthorised encampment activity.
- 7.34 The Council has provided data on unauthorised encampment activity and seven incidences have been reported over the period 2011 to 2017. The evidence available points specifically to the need for permanent accommodation as the reported incidences relate to housing living on unauthorised sites (or sites which have become authorised). These needs are fully reflected in the needs analysis model. Therefore, the GTAA recommends no transit provision is provided based on available evidence. However, the Council has reported recent incidences of households passing through the District and this situation should be carefully monitored to establish whether households need transit provision within the district.

## 8. Conclusion and strategic response

- 8.1 This concluding chapter provides a brief summary of key issues emerging from the research; advice on the strategic responses available, including examples of good practice; and recommendations and next steps.

### Meeting permanent Gypsy and Traveller pitch requirements

- 8.2 In terms of Gypsy and Traveller site provision within Dover, there is one permanent local authority site, 11 private permanent sites and four private tolerated sites. There are five unauthorised sites and no Travelling Showpeople yards.
- 8.3 The triangulation of secondary data, Council records and fieldwork survey has identified a total of 44 Gypsy and Traveller pitches and 38 Gypsy and Traveller households in Dover District.
- 8.4 For the full Local Plan Period (to 2037) the GTAA has identified a cultural need for 30 pitches and a PPTS need for 18 pitches. However, taking into account an estimated six-pitch turnover during the period, a residual pitch requirement of 24 pitches (cultural definition) or 12 pitches (PPTS definition) is suggested.
- 8.5 In line with PPTS, it is recommended that the Local Plan acknowledges a need for 18 pitches and that consideration is given to appropriate measures to be undertaken in meeting such need. In particular, consideration should be given to reviewing the availability of land for Gypsy and Traveller provision and to determine whether or not to pursue future site allocations as part of the Local Plan review or to bring forward Gypsy and Traveller sites on Council-owned land.
- 8.6 It is also recommended that consideration is given to undertaking a review of existing authorised sites, the potential turnover on Council-owned sites and monitor unauthorised encampment activity to establish whether there is any potential for additional capacity for Gypsy and Traveller provision.

### Meeting permanent Travelling Showperson requirements

- 8.7 There are currently no authorised plots in the District. No Travelling Showpeople households were found living on yards or unauthorised encampments during the fieldwork.
- 8.8 The 2018 GTAA has evidenced no need for Travelling Showpeople plot provision during the plan period.

### Meeting transit site/stop over requirements

- 8.9 Available evidence would suggest there is no need for a transit site in the District.

## Good practice in planning for Gypsy and Traveller provision

- 8.10 There are a number of resources available to local planning authorities to assist them in planning for Gypsy and Traveller provision, including resources from the Planning Advisory Service (PAS) and the Royal Town Planning Institute (RTPI), which are presented in Appendix B. In addition, the Local Government Agency and Local Government Association have resources available for local authorities working with Traveller communities to identify sites for new provision, these include dedicated learning aids for elected members<sup>31</sup>.
- 8.11 Work undertaken by PAS<sup>32</sup> identified ways in which the planning process can increase the supply of authorised Gypsy and Traveller pitches. The RTPI has developed a series of Good Practice Notes for local planning authorities. Both are summarised at Appendix B.

## Concluding comments

- 8.12 The overarching purpose of this study has been to identify the accommodation requirements of Gypsies, Travellers and Travelling Showpeople across Dover District.

**It is recommended that the Local Plan recognises an overall cultural need for 30 pitches, of which there is a PPTS need of 18 pitches. If consideration is given to potential turnover and opportunities for additional capacity, this would result in a residual cultural need for 12 pitches and PPTS need is addressed.**

- 8.13 This analysis would suggest that the need for pitches could be largely be addressed however it is recommended that the Council proactively reviews the availability of land for Gypsy and Traveller provision over the Plan period.
- 8.14 The GTAA 2018 has not evidenced any need for Travelling Showperson plots.
- 8.15 The study would suggest that there is no need for transit provision to be developed in Dover District but this should be kept under review based on levels of unauthorised encampment activity.
- 8.16 It is recommended that this evidence base is refreshed on a five-yearly basis to ensure that the level of pitch and pitch provision remains appropriate for the Gypsy, Traveller and Travelling Showpeople population across Dover.

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<sup>31</sup> I&DeA (now Local Government Agency) local leadership academy providing Gypsy and Traveller sites

<sup>32</sup> PAS spaces and places for gypsies and travellers how planning can help

## Appendix A: Legislative background

- A.1 The **1960 Caravan Sites and Control of Development Act** enabled councils to ban the siting of caravans for human occupation on common land, and led to the closure of many sites.
- A.2 The **Caravan Sites Act 1968 (Part II)** required local authorities '*so far as may be necessary to provide adequate accommodation for Gypsies residing in or resorting to their area*'. It empowered the Secretary of State to make designation orders for areas where he was satisfied that there was adequate accommodation, or on grounds of expediency. Following the recommendations of the Cripps Commission in 1980, provision began to grow rapidly only after the allocation of 100% grants from central government. By 1994 a third of local authorities had achieved designation, which meant that they were not required to make further provision and were given additional powers to act against unauthorised encampments. The repeal of most of the Caravan Sites Act under the Criminal Justice and Public Order Act in 1994 led to a reduction in provision, with some sites being closed over a period in which the Gypsy and Traveller population was increasing.
- A.3 The **1994 Criminal Justice and Public Order Act (CJ&POA)**:
- Repealed most of the 1968 Caravan Sites Act;
  - Abolished all statutory obligation to provide accommodation;
  - Discontinued government grants for sites; and
  - Under Section 61 made it a criminal offence to camp on land without the owner's consent.
- A.4 Since the CJ&POA the only places where Gypsies and Travellers can legally park their trailers and vehicles are:
- Council Gypsy caravan sites; by 2000 nearly half of Gypsy caravans were accommodated on council sites, despite the fact that new council site provision stopped following the end of the statutory duty;
  - Privately owned land with appropriate planning permission; usually owned by Gypsies or Travellers. Such provision now accommodates approximately a third of Gypsy caravans in England; and
  - Land with established rights of use, other caravan sites or mobile home parks by agreement or licence, and land required for seasonal farm workers (under site licensing exemptions).
- A.5 By the late 1990s the impact of the 1994 Act was generating pressure for change on both local and national government. There was a major review of law and policy, which included:
- A Parliamentary Committee report (House of Commons 2004).
  - The replacement of Circular 1/94 by Circular 1/2006 (which has since been cancelled and replaced by the *Planning policy for traveller sites* 2012 and updated in 2015).

- Guidance on accommodation assessments (ODPM 2006).
- The Housing Act 2004 which placed a requirement (s.225) on local authorities to assess Gypsy and Traveller accommodation needs.

A.6 **Section 225: Housing Act 2004** imposed duties on local authorities in relation to the accommodation needs of Gypsies and Travellers:

- Every local housing authority was required as part of the general review of housing needs in their areas under section 8 of the Housing Act 1985 assess the accommodation needs of Gypsies and Travellers residing in or resorting to their District;
- Where a local housing authority was required under section 87 of the Local Government Act 2003 to prepare a strategy to meet such accommodation needs, they had to take the strategy into account in exercising their functions;
- A local housing authority was required to have regard to section 226 ('Guidance in relation to section 225') in:
  - carrying out such an assessment, and
  - preparing any strategy that they are required to prepare.
- Section 124 of the Housing and Planning Act 2016 deletes sections 225 and 226 of the Housing Act 2004 (see below). Additional requirements have been inserted into Section 8 of the Housing Act 1985 to include an assessment of the need for sites for caravans and moorings for houseboats within the periodical review of housing needs.

A.7 The **Planning and Compulsory Purchase Act 2004** set out to introduce a simpler and more flexible planning system at regional and local levels. It also introduced new provisions which change the duration of planning permissions and consents, and allow local planning authorities to introduce local permitted development rights using 'local development orders'. It made the compulsory purchase regime simpler, fairer and quicker, to support major infrastructure and regeneration initiatives.

The Act introduced major changes to the way in which the planning system operates. Local planning authorities are required to prepare a Local Development Framework; however, the term Local Plan was reintroduced following the National Planning Policy Framework in March 2012.

Part 8 of the Act contains a series of measures to reform the compulsory purchase regime and make it easier for local planning authorities to make a case for compulsory purchase orders where it will be of economic, social or environmental benefit to the area. This Act was subsequently amended to a Local Plan document with the introduction of the NPPF in March 2012. This section also brings in amended procedures for carrying out compulsory purchase orders, including a widening of the category of person with an interest in the land who can object, and deals with ownership issues and compensation.

A.8 **The Localism Act 2011** introduced a number of reforms, including changes to planning enforcement rules, which strengthen the power of local planning authorities to tackle abuses of the planning system. The changes give local planning authorities the ability

to take actions against people who deliberately conceal unauthorised development, and tackle abuses of retrospective planning applications. The Act also introduced the Duty to Co-operate (see Section 3) on all local planning authorities planning sustainable development. The Duty requires *‘neighbouring local authorities, or groups of authorities, to work together on planning issues in the interests of all their local residents. ... the Government thinks that local authorities and other public bodies should work together on planning issues in ways that reflect genuine shared interests and opportunities to make common cause. The duty requires local authorities and other public bodies to work together on planning issues.’*<sup>33</sup> The provision of Gypsy and Traveller sites falls within the Duty to Co-operate; which aims to ensure that neighbouring authorities work together to address issues such as provision of sites for Gypsies and Travellers in a planned and strategic way.

A.9 **Statutory Instrument 2013 No 830 Town and Country planning Act, England (Temporary Stop Notice) (England) (Revocation) Regulations 2013** came into force on 4<sup>th</sup> May 2013. This Instrument revoked the regulations governing Temporary Stop Notices, which were in place to mitigate against the disproportionate impact of Temporary Stop Notices on Gypsies and Travellers in areas where there was a lack of sufficient pitches to meet the needs of the Travelling community.

A.10 **Section 124: Housing and Planning Act 2016** has two parts:

- 124(1) amends section 8 of the Housing Act 1985, inserting an additional reference to include a duty to consider the needs of people residing in or resorting to local authority Districts with respect to the provision of sites for caravans and moorings for houseboats when undertaking housing needs assessments.
- 124(2) deletes sections 225 and 226 of the Housing Act 2004 (as set out above).

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<sup>33</sup> DCLG A plain English guide to the Localism Act Nov 2011



## Appendix B: Review of policy, guidance and best practice

B.1 As part of this research, we have carried out a review of literature, which is presented in this Appendix. A considerable range of guidance documents has been prepared by Central Government to assist local authorities discharge their strategic housing and planning functions. In addition, there is considerable independent and academic research and guidance on these issues; some of the key documents are summarised here. The documents are reviewed in order of publication date.

B.2 **A Decent Home: Definition and Guidance for Implementation Update, DCLG, June 2006**

Although not primarily about the provision of caravan sites, facilities or pitches, the June 2006 updated DCLG guidance for social landlords provides a standard for such provision. The guidance is set out under a number of key headings:

- Community-based and tenant-led ownership and management;
- Delivering Decent Homes Beyond 2010;
- Delivering mixed communities;
- Procurement value for money; and
- Housing Health and Safety.

The guidance defines four criteria against which to measure the standard of a home:

- It meets the current statutory minimum standard for housing;
- It is in a reasonable state of repair;
- It has reasonably modern facilities and services; and
- It provides a reasonable degree of thermal comfort.

B.3 **Guide to Effective Use of Enforcement Powers - Parts 1 (Unauthorised Encampments, ODPM, 2006) and 2 (Unauthorised Development of Caravan Sites, DCLG, 2007)**

The Guide (now cancelled) was the Government's response to unauthorised encampments which cause local disruption and conflict.

B.4 **Common Ground: Equality, good race relations and sites for Gypsies and Irish Travellers, Commission for Racial Equality, May 2006**

This report was written four years after the introduction of the statutory duty on public authorities under the Race Relations (Amendment) Act to promote equality of opportunity and good race relations and to eliminate unlawful racial discrimination. The CRE expressed concerns about relations between Gypsies and Irish Travellers and other members of the public, with widespread public hostility and, in many places, Gypsies and Irish Travellers leading separate, parallel lives. A dual concern about race relations and inequality led the Commission in October 2004 to launch the inquiry on which this report was based.

The Report's recommendations include measures relating to Central Government, local authorities, police forces and the voluntary sector. Among those relating to Central Government are:

- developing a realistic but ambitious timetable to identify land for sites, where necessary establishing them, and making sure it is met;
- developing key performance indicators for public sites which set standards for quality and management that are comparable to those for conventional accommodation;
- requiring local authorities to monitor and provide data on planning applications, outcomes and enforcement, and on housing and homelessness by racial group, using two separate categories for Gypsies and Irish Travellers; and
- requiring police forces to collect information on Gypsies and Irish Travellers as two separate ethnic categories.

Strategic recommendations affecting local authorities include:

- developing a holistic corporate vision for all work on Gypsies and Irish Travellers,
- reviewing all policies on accommodation for Gypsies and Irish Travellers,
- designating a councillor at cabinet (or equivalent) level, and an officer at no less than assistant director level, to coordinate the authority's work on all sites;
- emphasising that the code of conduct for councillors applies to their work in relation to all racial groups, including Gypsies and Irish Travellers;
- giving specific advice to Gypsies and Irish Travellers on the most suitable land for residential use, how to prepare applications, and help them to find the information they need to support their application;
- identifying and reporting on actions by local groups or individuals in response to plans for Gypsy sites that may constitute unlawful pressure on the authority to discriminate against Gypsies and Irish Travellers; and
- monitoring all planning applications and instances of enforcement action at every stage, by type and racial group, including Gypsies and Irish Travellers, in order to assess the effects of policies and practices on different racial groups.

Among other recommendations, the Report states that police forces should:

- include Gypsies and Irish Travellers in mainstream neighbourhood policing strategies, to promote race equality and good race relations;
- target individual Gypsies and Irish Travellers suspected of anti-social behaviour and crime on public, private and unauthorised sites, and not whole communities;
- treat Gypsies and Irish Travellers as members of the local community, and in ways that strengthen their trust and confidence in the police;
- provide training for all relevant officers on Gypsies' and Irish Travellers' service needs, so that officers are able to do their jobs more effectively;

- review formal and informal procedures for policing unauthorised encampments, to identify and eliminate potentially discriminatory practices, and ensure that the procedures promote race equality and good race relations; and
- review the way policy is put into practice, to make sure organisations and individuals take a consistent approach, resources are used effectively and strategically, all procedures are formalised, and training needs are identified.

Other recommendations relate to Parish and Community councils the Local Government Association, the Association of Chief Police Officers and the voluntary sector.

#### B.5 **Planning Advisory Service (PAS) *Spaces and places for Gypsies and Travellers: how planning can help* (2006)**

PAS list the following as key to successful delivery of new provision:

- **Involve Gypsy and Traveller communities:** this needs to happen at an early stage, innovative methods of consultation need to be adopted due to low levels of literacy and high levels of social exclusion within Gypsy and Traveller communities and members of the Gypsy and Traveller community should be trained as interviewers on Accommodation Assessments (Cambridgeshire, Surrey, Dorset and Leicestershire). Other good practice examples include distribution of material via CD, so that information can be ‘listened to’ as opposed to read. The development of a dedicated Gypsy and Traveller Strategy is also seen to be good practice, helping agencies develop a co-ordinated approach and so prioritise the issue. The report also recommends the use of existing Gypsy and Traveller resources such as the planning guide published in Traveller’s Times, which aims to explain the planning process in an accessible way to members of the Gypsy and Traveller community. As well as consulting early, PAS also flags the need to consult often with communities;
- **Work collaboratively** with neighbouring authorities to address the issues and avoid just ‘moving it on’ to a neighbouring local authority area. With the new Duty to Co-operate established within the NPPF, working collaboratively with neighbouring local authorities has never been more important. Adopting a collaborative approach recognises that local authorities cannot work in isolation to tackle this issue;
- **Be transparent:** trust is highly valued within Gypsy and Traveller communities, and can take a long time to develop. The planning system needs to be transparent, so that members of the Gypsy and Traveller community can understand the decisions that have been taken and the reasoning behind them. PAS states that *‘ideally council work in this area should be led by an officer who is respected both within the Council and also within Gypsy and Traveller communities: trust is vital and can be broken easily.’*<sup>34</sup> Local planning authorities also need to revisit their approach to development management criteria for applications for Gypsy and Traveller sites *‘to ensure that criteria make it clear what applications are likely to be accepted by the*

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<sup>34</sup> PAS *Spaces and places for gypsies and travellers how planning can help*, page 8

*council. Authorities need to ensure that these are reasonable and realistic. Transparent and criteria-based policies help everyone to understand what decisions have been made and why.*<sup>35</sup> Kent and Hertsmere councils are listed as examples of good practice in this regard.

- **Integration:** accommodation needs assessments need to be integrated into the Local Plan evidence base, with site locations and requirements set out within specific Development Plan Documents (DPDs); dedicated Gypsy and Traveller DPDs are advocated as a means of ensuring that the accommodation needs of Gypsies and Travellers are fully considered and addressed within the local planning process; and
- **Educate and work with councillors:** members need to be aware of their responsibilities in terms of equality and diversity and *'understand that there must be sound planning reasons for rejecting applications for Gypsy and Traveller sites'*<sup>36</sup>. It is helpful for members to understand the wider benefits of providing suitable accommodation to meet the requirements of the Gypsy and Traveller community, such as:
  - An increase in site provision;
  - Reduced costs of enforcement; and
  - Greater community engagement and understanding of community need.

#### B.6 RTPI Good Practice Note 4, *Planning for Gypsies and Travellers (2007)*

The RTPI has developed a series of Good Practice notes for local planning authorities 'Planning for Gypsies and Travellers'; the notes cover four key areas:

- Communication, consultation and participation;
- Needs assessment;
- Accommodation and site delivery; and
- Enforcement.

Whilst the notes were developed prior to the NPPF and the introduction of PPTS 2012 and 2015, some of the key principles remain relevant. and it is worth considering some of the papers' key recommendations.

In terms of **communication, consultation and participation** the RTPI highlight the following good practice:

- **Define potentially confusing terminology** used by professionals working in the area;
- **Use appropriate methods of consultation:** oral exchanges and face-to-face dealings are essential to effectively engage with Gypsy and Traveller communities, whilst service providers tend to use written exchanges;

<sup>35</sup> PAS spaces and places for gypsies and travellers how planning can help page 8 & 14

<sup>36</sup> PAS spaces and places for gypsies and travellers how planning can help page 10

- **Consultees and participants need to be involved in the entire plan making process;** this includes in-house participants, external organisations, Gypsy and Traveller communities, and settled communities. The RTPI concludes that:
  - *‘Local authorities should encourage Gypsy and Traveller communities to engage with the planning system at an early stage. However, they may request other agencies that have well-established relationships with members of Gypsy and Traveller communities to undertake this role.’* and
  - *‘In the past, settled communities have often only become aware of the intention to develop Gypsy and Traveller accommodation when the local authority issues a notice or consultation. ... cultivating the support of the settled community for the development of sites should start as soon as possible. ... There is a sound case for front-loading and sharing information with small groups in the [settled] community, rather than trying to manage large public gatherings at the start of the process. Again, it may be beneficial for the local authority to work in partnership with organisations with established links in the community. The settled community is not a homogeneous whole. There will be separate groups with different perceptions and concerns, which the local authority must take account of.’<sup>37</sup>*
- **Dialogue methods:** the RTPI correctly identify that the experience of many Gypsies and Travellers of liaising with both public sector agencies and the settled community is both frightening and negative. As a result *‘there should be no expectation that Gypsies and Travellers will participate in open meetings. Stakeholders should investigate suitable methods of bringing together individuals from the respective communities in an environment that will facilitate a constructive exchange of information and smooth the process of breaking down animosity and hostility.’<sup>38</sup>* The use of public meetings is discouraged, and the use of organisations with experience of working within both Gypsy and Traveller, and settled communities encouraged – advice and support groups, assisted by the latter, holding regular local meetings can be an effective means of engaging constructively with both communities. Representatives from these groups can also be included on appropriate forums and advisory groups. The location and timing of meetings needs to be carefully considered to maximise participation, with a neutral venue being preferable.
- **The media** has an important role to play in facilitating the delivery of sites locally, with past reporting being extremely damaging. Positive media liaison is important and requires:
  - A single point of contact with the local authority;
  - A liaison officer responsible for compilation and release of briefings, and for building positive relationships with editors, journalists, radio and television presenters;

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<sup>37</sup> RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part A page 8

<sup>38</sup> RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part A page 13

- All stakeholders to provide accurate and timely briefings for the liaison officer;
  - Provision of media briefings on future activities;
  - Officers to anticipate when and where the most sensitive and contentious issues will arise and use of a risk assessment to mitigate any negative impact;
  - Use of the media to facilitate engagement with both settled and Gypsy and Traveller communities; and
  - Stakeholders to provide politicians with clear, accurate and comprehensive briefings.
- **On-going communication, participation and consultation** are important. The continued use of the most effective methods of engagement once an initiative is completed ensures the maximum use of resources:
    - *‘The delivery of some services, such as the identification of sites in development plan documents, is the end of one process and the start of another. The various committees and advisory groups established to participate in the process of site identification and the accommodation needs assessment will have considerable background information and expertise embedded in their membership. This will prove useful in the management and monitoring of subsequent work. ... Whilst on-going engagement with all service users is important, it is especially important with regard to Gypsies and Travellers, given their long history of marginalisation.’<sup>39</sup>*

Whilst the RTPI’s Good Practice Note Planning for Gypsies and Travellers predates the NPPF, the principles that it establishes at Part C remain largely relevant in terms of the role of local plan making. The Note advises that whilst the use of the site specific DPDs to identify sites for Gypsy and Traveller accommodation may seem less divisive, subsequent to identification of sufficient sites to meet identified need, local planning authorities should seek to integrate provision for Gypsies and Travellers within their general housing strategies and policies. Early involvement of stakeholders, the community and special interest groups will help achieve a consensus.

However, the RTPI point out that, due to the contentious nature of Gypsy and Traveller provision, the use of a criteria based approach to the selection of development sites is unlikely to be *successful ‘in instances where considerable public opposition to the development might be anticipated.’* The paper concludes that it is not appropriate to rely solely on criteria as an alternative to site allocations where there is an identified need for the development.<sup>40</sup>

The RTPI advocate adopting a pragmatic approach, whereby local planning authorities work with the Gypsy and Traveller communities within their areas to identify a range of potentially suitable sites:

*‘The local authority and Gypsy and Traveller communities are both able to bring forward their suggested sites during this process, and the distribution and location*

<sup>39</sup> RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part A page 18

<sup>40</sup> RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part C page 11

*of transit as well as permanent sites can be covered. The practicable options would then go forward for discussion with the local community, interest groups, and other stakeholders before the selection of preferred sites is finalised. The advantages of this approach are its transparency and the certainty it provides both for Gypsies and Travellers and for settled communities.<sup>41</sup>*

The RTPI also advocates the use of supplementary planning guidance to provide additional detail on policies contained within a Local Plan; in terms of Gypsies and Travellers this could include:

- Needs assessment evidence base;
- Design principles; and
- A design brief for the layout of sites.

#### **B.7 Guidance on Gypsy and Traveller Accommodation Needs Assessments, DCLG, October 2007**

This Guidance (formally cancelled in December 2016) sets out a detailed framework for designing, planning and carrying out Gypsy and Traveller accommodation needs assessments. It includes the needs of Showpeople. It acknowledges that the housing needs of Gypsies and Travellers are likely to differ from those of the settled community, and that they have hitherto been excluded from accommodation needs assessments.

The guidance stresses the importance of understanding accommodation needs of the whole Gypsy and Traveller population; and that studies obtain robust data. It recognises the difficulty of surveying this population and recommends the use of:

- Qualitative methods such as focus groups and group interviews;
- Specialist surveys of those living on authorised sites that are willing to respond; and
- Existing information, including local authority site records and the twice yearly caravan counts.

The Guidance recognises that there are challenges in carrying out these assessments, and accepts that while the approach should be as robust as possible it is very difficult to exactly quantify unmet need.

#### **B.8 Designing Gypsy and Traveller Sites Good Practice Guide, DCLG, May 2008**

The Guide (now cancelled) attempted to establish and summarise the key elements needed to design a successful site. In particular, the guidance intended to assist:

- Local authorities or Registered Providers looking to develop new sites or refurbish existing sites;
- Architects or developers looking to develop sites or refurbish existing sites; and
- Site residents looking to participate in the design/refurbishment process.

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<sup>41</sup> RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part C page 11

**B.9 The Revised National Planning Policy Framework, July 2018**

The National Planning Policy Framework (NPPF) came into effect in March 2012 and sets out the Government's planning policies for England. It condenses previous guidance and places a strong emphasis on 'sustainable development' and was updated in July 2018. It provides more focussed guidance on plan-making and refers to 'Local Plans' rather than Local Development Frameworks or Development Plan Documents. Despite the difference in terminology it does not affect the provisions of the 2004 Act which remains the legal basis for plan-making.

**B.10 DCLG Planning policy for traveller sites, March 2012 (subsequently updated August 2015)**

In March 2012 the Government also published *Planning policy for traveller sites*, which together with the NPPF replaced all previous planning policy guidance in respect of Gypsies and Travellers. The policy approach encouraged provision of sites for Gypsies and Travellers where there is an identified need, to help maintain an appropriate level of supply. The policy also encouraged the use of plan making and decision taking to reduce unauthorised developments and encampments. This policy document was replaced by updated PPTS in August 2015 (see below).

**B.11 Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers, April 2012**

In April 2012 the Government published a Progress Report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers, which summarised progress in terms of meeting 'Government commitments to tackle inequalities and promote fairness for Gypsy and Traveller communities.'<sup>42</sup> The report covers 28 measures from across Government aimed at tackling inequalities, these cover:

- Improving education outcomes;
- Improving health outcomes;
- Providing appropriate accommodation;
- Tackling hate crime;
- Improving interaction with the National Offender Management Service;
- Improving access to employment and financial services; and
- Improving engagement with service providers.

**B.12 Dealing with illegal and unauthorised encampments: a summary of available powers, DCLG August 2012**

This guidance note (now superseded, March 2015) summarised the powers available to local authorities and landowners to remove encampments from both public and private land.

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<sup>42</sup> [www.communities.gov.uk/news/corporate/2124322](http://www.communities.gov.uk/news/corporate/2124322)



- B.13 **Statutory Instrument 2013 No.830 Town and Country Planning (Temporary Stop Notice) (England) (Revocation) Regulations 2013:** Made on 11<sup>th</sup> April 2013 and laid before Parliament on 12<sup>th</sup> April 2013 this Instrument revoking the regulations applying to Temporary Stop Notices (TSNs) in England came into force on 4<sup>th</sup> May 2013. The regulations were originally introduced to mitigate against the likely disproportionate impact of TSNs on Gypsies and Travellers in areas where there is a lack of sites to meet the needs of the Travelling community. Under the regulations, TSNs were prohibited where a caravan was a person's main residence, unless there was a risk of harm to a serious public interest significant enough to outweigh any benefit to the occupier of the caravan. Under the new arrangements local planning authorities are to determine whether the use of a TSN is a proportionate and necessary response.
- B.14 **Ministerial Statement 1<sup>st</sup> July 2013 by Brandon Lewis**<sup>43</sup> highlighted the issue of inappropriate development in the Green Belt and revised the appeals recovery criteria issued on 30<sup>th</sup> June 2008 to enable an initial six-month period of scrutiny of Traveller site appeals in the Green Belt. This was so that the Secretary of State could assess the extent to which the national policy, *Planning policy for traveller sites*, was meeting the Government's stated policy intentions. A number of appeals have subsequently been recovered. The Statement also revoked the practice guidance on 'Diversity and equality in planning'<sup>44</sup>, deeming it to be outdated; the Government does not intend to replace this guidance.
- B.15 **Dealing with illegal and unauthorised encampments: a summary of available powers 9<sup>th</sup> August 2013.** This guidance (now superseded, March 2015) replaced that published in August 2012, and updated it in respect of changes to Temporary Stop Notices.
- B.16 **DCLG Consultation: Planning and Travellers, September 2014.** This consultation document sought to:
- Amend the Planning policy for Traveller sites' definition of Travellers and Travelling Showpeople to exclude those who have ceased to travel permanently;
  - Amend secondary legislation to bring the definition of Gypsies and Travellers, set out in the Housing (Assessment of Accommodation Needs)(Meaning of Gypsies and Travellers)(England) Regulations 2006 in line with the proposed changed definition set out above for the Planning policy for Traveller sites;
  - Make the intentional unauthorised occupation of land be regarded by decision takers as a material consideration that weighs against the granting of planning permission. In other words, failure to seek permission in advance of occupation of land would count against the grant of planning permission;
  - Protect 'sensitive areas' including the Green Belt;
  - Update guidance on how local authorities should assess future Traveller accommodation requirements, including sources of information that authorities

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<sup>43</sup> <https://www.gov.uk/government/speeches/planning-and-travellers>

<sup>44</sup> ODPM Diversity and Equality in Planning: A good practice guide 2005

should use. In terms of future needs assessments the consultation suggests that authorities should look at:

- The change in the number of Traveller households that have or are likely to have accommodation needs to be addressed over the Plan period;
  - Broad locations where there is a demand for additional pitches;
  - The level, quality and types of accommodation and facilities needed (e.g. sites and housing);
  - The demographic profile of the Traveller community obtained from working directly with them;
  - Caravan count data at a local level; and
  - Whether there are needs at different times of the year.
- The consultation closed on 23<sup>rd</sup> November 2014.

**B.17 Dealing with illegal and unauthorised encampments: a summary of available powers, March 2015.** This Guidance sets out the robust powers councils, the police and landowners have to deal quickly with illegal and unauthorised encampments. The Guidance lists a series of questions that local authorities will want to consider including:

- Is the land particularly vulnerable to unlawful occupation/trespass?
- What is the status of that land? Who is the landowner?
- Do any special rules apply to that land (e.g. byelaws, statutory schemes of management, etc.) and, if so, are any of those rules relevant to the occupation/trespass activity?
- Has a process been established for the local authority to be notified about any unauthorised encampments?
- If the police are notified of unauthorised encampments on local authority land, do they know who in the local authority should be notified?
- If the power of persuasion by local authority officers (wardens/park officers/enforcement officers) does not result in people leaving the land/taking down tents, is there a clear decision making process, including liaison between councils and local police forces, on how to approach unauthorised encampments? At what level of the organisation will that decision be made? How will that decision-maker be notified?

The Guidance also states that to plan and respond effectively local agencies should work together to consider:

- Identifying vulnerable sites;
- Working with landowners to physically secure vulnerable sites where possible;
- Preparing any necessary paperwork, such as applications for possession orders or injunctions, in advance;

- Working with private landowners to inform them of their powers in relation to unauthorised encampments, including advance preparation of any necessary paperwork;
- Developing a clear notification and decision-making process to respond to instances of unauthorised encampments;
- The prudence of applying for injunctions where intelligence suggests there may be a planned encampment and the site of the encampment might cause disruption to others;
- Working to ensure that local wardens, park officers or enforcement officers are aware of who they should notify in the event of unauthorised encampments;
- Working to ensure that local wardens or park officers are aware of the locations of authorised campsites or other alternatives; and
- Identifying sites where protests could be directed / permitted.

#### B.18 **DCLG Planning policy for traveller sites, August 2015**

To be read alongside the NPPF (March 2012), this national planning policy document replaces the original document of the same Dover (published in March 2012). *Planning policy for traveller sites* sets out that, “the Government’s overarching aim is to ensure fair and equal treatment for travellers, in a way that facilitates the traditional and nomadic way of life of travellers while respecting the interests of the settled community.”<sup>45</sup>

The document sets out a series of nine policies (Policy A to Policy I), which address different issues associated with traveller sites:

- Policy A: Using evidence to plan positively and manage development,
- Policy B: Planning for traveller sites,
- Policy C: Sites in rural areas and the countryside,
- Policy D: Rural exception sites,
- Policy E: Travellers sites in Green Belt,
- Policy F: Mixed planning use traveller sites,
- Policy G: Major development projects,
- Policy H: Determining planning applications for traveller sites, and
- Policy I: Implementation.

#### B.19 **DCLG Planning policy statement on Green Belt protection and intentional unauthorised development (31<sup>st</sup> August 2015)**

Issued as a letter to all Chief Planning Officers in England, this planning policy statement sets out changes to make intentional unauthorised development a material

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<sup>45</sup> DCLG *Planning policy for traveller sites*, August 2015, paragraph 3

consideration in the determination of planning applications, and also to provide stronger protection for the Green Belt. The statement explains that the Planning Inspectorate will monitor all appeal decisions involving unauthorised development in the Green Belt, and additionally the DCLG will consider the recovery of a proportion of relevant appeals for the Secretary of State's decision *"to enable him to illustrate how he would like his policy to apply in practice"*, under the criteria set out in 2008.

In addition, the planning policy statement of 31<sup>st</sup> August 2015 announced that the Government has cancelled the documents *Guide to the effective use of enforcement powers, Part 1* (2006) and *Part 2* (2007) and *Designing Gypsy and Traveller Sites – Good Practice Guide* (2008).

**B.20 DCLG Draft guidance to local housing authorities on the periodical review of housing needs: Caravans and Houseboats, March 2016**

This draft guidance was published to explain how the Government wants local housing authorities to interpret changes to accommodation needs assessments (as required by Section 8 of the Housing Act 1985), specifically in relation to caravans and houseboats. It makes reference to Clause 115 of the Housing and Planning Bill, which has subsequently received royal assent and became legislation on 12 May 2016. The relevant clause has become Section 124 of the Housing and Planning Act 2016.

The draft guidance explains how Government wants local housing authorities to interpret changes to accommodation needs assessments (as required by Section 8 of the Housing Act 1985), specifically in relation to caravans and houseboats.

In the carrying out of accommodation needs assessments, the draft guidance stresses the importance of close engagement with the community. The use of existing data along with conducting a specialist survey is recommended.

**B.21 Ministry of Housing, Communities & Local Government Draft Revised National Planning Policy Framework, March 2018**

Draft Revised NPPF was published for public consultation in March 2018. Chapter 5 deals with *'Delivering a sufficient supply of homes'*. Paragraph 62 states:

*'Within this context, policies should identify the size, type and tenure of homes required for different groups in the community (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers\*, people who rent their homes and people wishing to commission or build their own homes).'*

The footnote states as follows:

*'Travellers who do not fall under the definition of 'traveller' in Annex 1 of the Planning Policy for Traveller Sites. The latter sets out how travellers' accommodation needs should be assessed for those covered by the definition in Annex 1 of that document.'*

## Appendix C: Gypsy and Traveller Fieldwork Questionnaire

	Date and Time			
	Site Reference			
	Address			
1	Pitch/Property Type			
2	No. Statics/mobiles/bricks and mortar			
3	No. tourers			
4	Description of pitch occupancy			
5	No. households			
6	No. concealed households			
7	No. doubled up households			
8	Does anyone else use this pitch as their home?			
9	Household characteristics			
		Gender	Age	Relationship to respondent
	Respondent			
	Person 2			
	Person 3			
	Person 4			
	Person 5			
	Person 6			
	Person 7			
	Person 8			

10	Ethnicity	
11	How many bedspaces are there on your pitch?	
12	Overcrowding of home	Y / N
13	Overcrowding of pitch	Y / N

### Travelling questions

14	In the last year have you or someone in your household travelled	Y / N
15	Previous to the last year, did you or someone in your household travel?	Y / N
16	Reason(s) for travelling	
17	Do you or a member of your household plan to travel next year?	Y / N
18	Do you think you or a member of your household will travel each year for the next five years and/or beyond	Y / N
19	What reasons do you have for not travelling now or in the future?	

### Future moving intentions

20	Are you planning to move in the next 5 years?	Y / N
21	Where are you planning to move to? ( <b>Same Site</b> , <b>Other Site</b> in District, <b>Outside</b> District (if so where))	
22	What type of dwelling (caravan, trailer, house, flat, bungalow)	

23	<b>Emerging households:</b> Are there any people in your household who want to move to their own pitch in the next 5 yrs?	Y / N			
		HH1	HH2	HH3	HH4
24	Where are you planning to move to? ( <b>Same Site, Other Site</b> in District, <b>Outside</b> District (if so where)				
25	What type of dwelling (caravan, trailer, house, flat, bungalow)				
26	Have they travelled / plan to travel	Y/N	Y/N	Y/N	Y/N
27	Scope to expand site	Y / N			
28	No. additional pitches				
29	Scope to intensify pitches	Y / N			
30	No. additional pitches				
31	Is there a need for transit pitches (for people stopping over temporarily) in the district?	Y / N			
32	If so, now many are needed?				
33	Who should manage them (Council, Traveller Community)				
34	Is there a need for more authorised pitches (for people to live on all the time?)	Y / N			
35	If so, now many are needed?				
36	How many years have you lived here?				

**If less than 6 years, please ask supplementary questions**

**Supplementary questions if relevant**

37	Where did you move from? <b>(District)</b>	
38	When you moved here, was the pitch vacant, a new pitch or was the pitch sub-divided	
39	What were the reasons for moving here?	
40	Did you already have a connection with the area (e.g. family or friends living here; or you used to live here?)	
41	Do you know anyone in bricks and mortar housing looking to live on a site? If so, can you provide contact details	
42	Are there any vacant pitches on the site which could be used by another family? If so how many pitches	



## Appendix D: Stakeholder Questionnaire



### Gypsy, Traveller and Travelling Showpeople Accommodation

#### Assessment - Stakeholder Consultation 2018

Research consultancy arc<sup>4</sup> has been commissioned by local authorities in east Kent to conduct Gypsy and Traveller Accommodation Assessment (GTAA) studies. The local authorities who have commissioned us are Ashford, Canterbury, Dover, Shepway, Swale and Thanet.

The GTAAs are being conducted at the individual local authority level and each GTAA study will identify the current and future accommodation needs of the Traveller communities in that specific local authority area.

The studies will replace any previous GTAAs and provide up-to-date evidence bases to support the review of local planning policies and the consideration of planning applications.

This online survey is designed to capture the views of stakeholders on specific themes and issues with the intention of securing as wide a range of views and opinions as possible.

Rather than undertaking separate consultations with you for each individual local authority, it is easier and more efficient for you as a stakeholder to respond to a single questionnaire. However, please bear in mind that the GTAAs are being reported for each local authority separately. Where relevant and possible, therefore, please ensure that you specify in your answers the local authority area that you are commenting upon – this is particularly important where you are providing location-specific information or data.

You can skip any questions that you want to, however the more responses we get to each question the greater our understanding of the key issues will be. Please answer as many of the questions as possible, or those which you deem to be appropriate to your professional background or organisation.

We take a note of who you are at the beginning of the survey so that we can then use this information to get in touch with you if needed i.e. to discuss any specific comments for clarity.

When you have completed the questionnaire please click the 'submit' button at the end of the survey. To help the swift completion of this stage of the project, please respond as soon as possible. We would be grateful if you could complete and submit your survey responses by **Friday, 2nd March**.

In anticipation, thank you for your help and assistance.

Please do remember to click 'submit' at the end of the survey to ensure your responses are saved. You can skip to the end of the survey by using the 'next' button at the bottom of each page.



**Gypsy, Traveller and Travelling Showpeople Accommodation Assessment - Stakeholder Consultation 2018**

Name  
Organisation  
Contact Email  
Contact Phone Number

For reference, the map identifies the local authorities that are being studied, along with neighbouring authority areas.



Which Local Authority area(s) do you work in? Please tick all that apply. Please detail where you are from by selecting the appropriate option(s) or by using the 'other' option below if the relevant council area(s) are not provided.

- Tonbridge and Malling
- Gravesham
- Dartford
- Tunbridge Wells
- Maidstone
- Swale
- Sevenoaks
- Medway
- Ashford
- Canterbury
- Shepway
- Dover
- Thanet
- Other \_\_\_\_\_

Would you like to be informed of the results of the studies? If you do then we will keep a note of the contact details that you provided above and get in touch with any appropriate outputs.

- Yes I would like to be kept informed of the GTAA such as results and reports
- No I would not like to be kept informed of the GTAA

Please remember to complete the survey by clicking 'submit' at the end of the survey questions - you can click through to the end of the survey by clicking 'next' at the bottom of each page if required.

Please do remember to click 'submit' at the end of the survey to ensure your responses are saved. You can skip to the end of the survey by using the 'next' button at the bottom of each page.



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∴ **Q2. In your opinion, is additional support required to assist Gypsy, Traveller and Travelling Showpeople families living within the relevant council area(s)? If yes, please expand.**

∴ **Q3. Do you think that there is adequate awareness of the cultural, support and accommodation needs of Gypsies, Travellers and Travelling Showpeople in the area(s) you are responding in relation to? If not, what more could be done to raise awareness.**

∴ **Q4. Has your organisation undertaken any action to raise awareness of the cultural, support and accommodation requirements of Gypsies, Travellers and Travelling Showpeople in any of the local authority areas? If so, please expand.**

∴ **Q5. Do you have any other comments or thoughts you would like to provide on these issues?**

**Please do remember to click 'submit' at the end of the survey to ensure your responses are saved. You can skip to the end of the survey by using the 'next' button at the bottom of each page.**



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∴ **Q7a. If new permanent sites/pitches are needed in the study area where do you think that these should be located? Which location is best and why?**

∴ **Q7b. Are there any areas that you think should be avoided for new permanent pitch/plot provision? Which locations would be worst and why?**

∴ **Q8. Do you think there are barriers to the provision of new permanent pitches and plots? If so, what do you consider the main barriers to be and how do you think these could be resolved?**

∴ **Q9. Do you think that transit pitch provision is needed in the local authority area(s) you are responding in relation to? If so, why, and where do you think these should be located? Are you aware of any frequently-used travelling routes through east Kent where transit provision is needed? Please expand.**

**Please note: Transit provision is a pitch or site intended for short-term use whilst in transit; such provision is usually permanent and authorised, but there is a limit on the length of time that residents can stay there.**

∴ **Q10a. Do you think there are barriers to new transit provision? If so, what do you consider the main barriers to be and how could these be resolved?**

∴ Q10b. Do you think that there is a need for public, affordable or social rented pitches in the local authority area(s) that you are responding in relation to? Why?

∴ Q11. Do you have any other comments or thoughts you would like to provide on these issues?

**Please do remember to click 'submit' at the end of the survey to ensure your responses are saved. You can skip to the end of the survey by using the 'next' button at the bottom of each page.**





## **Gypsy, Traveller and Travelling Showpeople Accommodation Assessment - Stakeholder Consultation 2018**

### **Gypsies, Travellers and Travelling Showpeople living in bricks and mortar accommodation**

**:: Q16. Do you know of any Gypsies, Travellers and Travelling Showpeople living in bricks and mortar accommodation in the local authority area(s)? Can you provide any additional information?**

**:: Q17. Do you think that additional provision of sites / pitches needs to be made to accommodate the requirements of Gypsies, Travellers and Travelling Showpeople currently living in settled (i.e. bricks and mortar) accommodation? Why do you think this?**

**:: Q18. Is there sufficient support available to Gypsies, Travellers and Travelling Showpeople living in settled accommodation to help them manage their housing effectively (i.e. help in dealing with practical tenancy issues, such as paying rent, bills and making benefit applications)?**

**:: Q19. Are you aware if Gypsies, Travellers and Travelling Showpeople feel safe in settled accommodation? If you have any information please provide this. Are their specific cultural needs given consideration by the local council(s) or other providers when offering conventional accommodation, in your opinion?**

**:: Q20. Do you have any other comments or thoughts you would like to provide on these issues?**

**Please do remember to click 'submit' at the end of the survey to ensure your responses are saved. You can skip to the end of the survey by using the 'next' button at the bottom of each page.**



**Gypsy, Traveller and Travelling Showpeople Accommodation Assessment - Stakeholder Consultation 2018**

**Accommodation Providers**

∴

during the past five years? If you do not have specific data, then your comments on recent trends would also be useful.

Pitch(es)

Bricks and mortar

Other

**Total**

∴

**Q22. If your organisation provides accommodation any local authority area(s) then how many Gypsy, Traveller and Travelling Showpeople households have approached you for housing-related support during the past five years?**

From those living on pitch(es) \_\_\_\_\_

From those living in bricks and mortar \_\_\_\_\_

Overall/Not sure of accommodation type \_\_\_\_\_

**Total**

∴ **Q23. Do you have any other comments or thoughts you would like to provide on these issues?**

**Please do remember to click 'submit' at the end of the survey to ensure your responses are saved. You can skip to the end of the survey by using the 'next' button at the bottom of each page.**





∴ Q25. Are unauthorised encampments problematic for your organisation? If so, please expand.

∴ Q26. Do you have any other comments or thoughts you would like to provide on these issues?

**Please do remember to click 'submit' at the end of the survey to ensure your responses are saved. You can skip to the end of the survey by using the 'next' button at the bottom of each page.**



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∴ **Q28. Do you think that more could be done through planning policies and site allocations in Local Plans to identify and bring forward new sites for the provision of pitches for Gypsies, Travellers and Travelling Showpeople? If so, please expand.**

∴ **Q29. What impact do you think that the Government's August 2015 changes to planning policy Planning Policy for traveller sites (PPTS 2015)(which replaced PPTS of March 2012) are having on provision? Do you think the increased emphasis given to designated areas (including Green Belt) and the changes to the planning definition of Gypsy and Travellers will have any particular impacts in the study area(s)?**

**PPTS 2015 can be accessed by following the link below:**

**[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/457420/Final\\_planning\\_and\\_travellers\\_policy.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/457420/Final_planning_and_travellers_policy.pdf)**

∴ **Q30. Do you have any other comments or thoughts you would like to provide on these issues?**

**Please do remember to click 'submit' at the end of the survey to ensure your responses are saved. You can skip to the end of the survey by using the 'next' button at the bottom of each page.**



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∴ **Q32. Are you aware of any sites/locations close to the boundary of the study area where difficulties have arisen?**

- Yes
- No
- If Yes, what type of difficulties and have you any thoughts on how these could be overcome?

∴ **Q33. Are there any cross-boundary issues in respect of Gypsies, Traveller and Travelling Showpeople that should be considered as part of the studies? If yes, please provide information.**

### Conclusions

∴

**Q34. What do you think should be the key outcomes of the studies?**

∴ **Q35. We consider that this questionnaire contributes to the local authorities' requirement on the Duty to Cooperate with neighbouring authorities as set out in Section 33A of the Planning and Compulsory Purchase Act (as amended by Section 110 of the Localism Act 2011) and described in the National Planning Policy Framework (NPPF) as an integral part of the Local Plan-making process and its assessment at Examination.**

**Do you agree? Do you have any other views on this?**

·: **As part of the reporting for the project we often use quotes from the stakeholder survey in the narrative of the report and in related appendices. Are you happy for us to use your responses or part of your responses in the reporting? Listed below are a few options. Can you please pick one so we know how we can use your responses to the questions?**

**We normally provide summary responses in the main body of the reporting but we are asking you this question so that we can provide useful qualitative quotes to back up particular views expressed. The appendices to our reports also include all responses provided by all stakeholders but these are provided anonymised so that individuals cannot be directly linked.**

- I am happy for anything I have said, in my responses to this survey, to be used in the reporting. Please use my name when attributing references to responses provided.
- I am happy for anything I have said on behalf of my organisation/company/Council, in my responses to this survey, to be used in the reporting. Please use the name of my organisation/company/Council when attributing references to responses provided.
- I do not want anything I have said, in my responses to this survey, to be attributable to me in the reporting. Please do not use my name in the reporting.
- I do not want anything I have said on behalf of my organisation/company/Council, in my responses to this survey, to be used in the reporting. Please do not use the name of my organisation/company/Council in the reporting.
- Other \_\_\_\_\_

**Thank you for completing the consultation survey. Please click 'submit' to send your comments.**

**Please do remember to click 'submit' at the end of the survey to ensure your responses are saved. You can skip to the end of the survey by using the 'next' button at the bottom of each page.**

## Appendix E: Glossary of terms

**Caravans:** Mobile living vehicles used by Gypsies and Travellers; also referred to as trailers.

**CJ&POA:** Criminal Justice and Public Order Act 1994; includes powers for local authorities and police to act against unauthorised encampments.

**CRE:** Commission for Racial Equality.

**DCLG:** Department for Communities and Local Government; created in May 2006. Responsible for the remit on Gypsies and Travellers, which was previously held by the Office of the Deputy Prime Minister (O.D.P.M.).

### **Gypsies and Travellers:**

**‘PPTS Definition’** - defined by DCLG *Planning policy for traveller sites* (August 2015) as “Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family’s or dependants’ educational or health needs or old age have ceased to travel temporarily, but excluding members of an organised group of travelling showpeople or circus people travelling together as such”. The planning policy goes on to state that, “In determining whether persons are “gypsies and travellers” for the purposes of this planning policy, consideration should be given to the following issues amongst other relevant matters: a) whether they previously led a nomadic habit of life b) the reasons for ceasing their nomadic habit of life c) whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances”.

**‘Cultural Definition’** – defined as those from households who identify themselves as Gypsy, Travellers and Travelling showpeople (including households living in caravans) however cannot evidence that they actively travel and in turn do not meet the travelling clarification questions of the PPTS (August 2015).

**Irish Traveller:** Member of one of the main groups of Gypsies and Travellers in England. Irish Travellers have a distinct indigenous origin in Ireland and have been in England since the mid nineteenth century. They have been recognised as an ethnic group since August 2000 in England and Wales (O’Leary v Allied Domecq).

**Mobile home:** Legally a ‘caravan’ but not usually capable of being moved by towing.

**Pitch:** Area of land on a Gypsy/Traveller site occupied by one resident family; sometimes referred to as a plot, especially when referring to Travelling Showpeople. DCLG *Planning policy for traveller sites* (August 2015) states that “For the purposes of this planning policy, “pitch” means a pitch on a “gypsy and traveller” site and “plot” means a pitch on a “travelling showpeople” site (often called a “yard”). This terminology differentiates between residential pitches for “gypsies and travellers” and mixed-use plots for “travelling showpeople”, which may / will need to incorporate space or to be split to allow for the storage of equipment”.

**Plot:** see pitch

**PPTS:** Planning Policy for Traveller Sites (DCLG, 2012 and 2015 editions)

**Private Tolerated Site:** See Tolerated Site

**Roadside:** Term used here to indicate families on unauthorised encampments, whether literally on the roadside or on other locations such as fields, car parks or other open spaces.

**Romany:** Member of one of the main groups of Gypsies and Travellers in England. Romany Gypsies trace their ethnic origin back to migrations, probably from India, taking place at intervals since before 1500. Gypsies have been a recognised ethnic group for the purposes of British race relations legislation since 1988 (CRE V Dutton).

**Sheds:** On most residential Gypsy/Traveller sites 'shed' refers to a small basic building with plumbing amenities (bath/shower, WC, sink), which are provided at the rate of one per pitch/pitch. Some contain a cooker and basic kitchen facilities.

**Showpeople:** Defined by DCLG *Planning policy for traveller sites* (August 2015) as “Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family’s or dependants’ more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily, but excludes Gypsies and Travellers as defined above”.

**Site:** An area of land laid out and used for Gypsy/Traveller caravans; often though not always comprising slabs and amenity blocks or ‘sheds’. An authorised site will have planning permission. An unauthorised development lacks planning permission.

**Slab:** An area of concrete or tarmac on sites allocated to a household for the parking of trailers (caravans)

**Stopping places:** A term used to denote an unauthorised temporary camping area tolerated by local authorities, used by Gypsies and Travellers for short-term encampments, and sometimes with the provision of temporary toilet facilities, water supplies and refuse collection services.

**Tolerated site:** An unauthorised encampment/site where a local authority has decided not to take enforcement action to seek its removal and a Certificate of Lawful Use would be granted if sought

**Trailers:** Term used for mobile living vehicles used by Gypsies and Travellers; also referred to as caravans.

**Transit site:** A site intended for short-term use while in transit. The site is usually permanent and authorised, but there is a limit on the length of time residents can stay.

**Unauthorised development:** Establishment of Gypsy and Traveller sites without planning permission, usually on land owned by those establishing the site. Unauthorised development may involve ground works for roadways and hard standings. People parking caravans on their own land without planning permission are not Unauthorised Encampments in that they cannot trespass on their own land – they are therefore Unauthorised Developments and enforcement is always dealt with by Local Planning Authorities enforcing planning legislation.

**Unauthorised encampment:** Land where Gypsies or Travellers reside in vehicles or tents without permission. Unauthorised encampments can occur in a variety of locations (roadside, car parks, parks, fields, etc.) and constitute trespass. The 1994 Criminal Justice and Public Order Act made it a criminal offence to camp on land without the owner’s consent. Unauthorised encampments fall into two main categories: those on land owned by local authorities and those on privately owned land. It is up to the land owner to take enforcement action in conjunction with the Police.

**Wagons:** This is the preferred term for the vehicles used for accommodation by Showpeople.

**Yards:** Showpeople travel in connection with their work and therefore live, almost universally, in wagons. During the winter months these are parked up in what was traditionally known as 'winter quarters'. These 'yards' are now often occupied all year around by some family members.