London Borough of Bexley

Gypsy and Traveller and Travelling Showperson Accommodation Assessment 2021 Update

London Borough of Bexley

Final Report

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Main Contact: **Dr Michael Bullock**
Email: **michael.bullock@arc4.co.uk**
Telephone: **0800 612 9133**
Website: **www.arc4.co.uk**

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Registered Address: arc4, 41 Clarendon Road, Sale Manchester M33 2DY
Email:contact@arc4.co.ukwww.arc4.co.uk
arc4 Limited Registered in England & Wales 6205180 VAT Registration No: 909 9814 77
Directors - Helen Brzozowski – Michael Bullock

Table of Contents

Executive Summary 6
Introduction 6
Current provision and activity 6
Planning policy requirements for needs assessments 6
Gypsy and Traveller pitch requirements 7
Travelling Showperson plot requirements 7
Transit site requirements 7
1. Introduction 8
GTAA 2021 aims 8
Who the study covers 8
Report structure 9
2. Policy and local context 11
Government policy and guidance 11
Considering 'Cultural' and 'PPTS' need 13
Responding to challenges 13
Regional Context 14
Local context 15
3. Methodology 16
Introduction 16
Phase 1: Literature/desktop review and steering group discussions 16
Phase 2: Fieldwork survey and interviews with Gypsies and Travellers and Travelling Showpeople 16
Phase 3: Stakeholder survey 18
Phase 4: Needs assessment and production of report 18
4. Review of the Gypsy and Traveller population and existing pitch/plot provision. 21
2011 Census household and population estimates 21
Caravan Count information 22
Local information 24
5. Household survey findings 27
Gypsy and Traveller households living in the Borough of Bexley 27
6. Stakeholder consultation 29
Overview 29
Provision of accommodation 29
Planning policy 32
Cross-boundary issues 33
7. Gypsy and Traveller pitch, Travelling Showperson plot and transit site requirements 34

Introduction 34
Pitch requirement model overview 34
Description of factors in the 5-year need model 35
Longer-term pitch requirement modelling 38
Planning Policy for Traveller Site definition 39
Plan Period pitch need 39
Turnover on sites 39
Potential capacity for Gypsy and Traveller pitches and tolerated sites 40
Transit site requirements 40
8. Conclusion and strategic response 41
Meeting permanent Gypsy and Traveller pitch requirements 41
Meeting permanent Travelling Showperson requirements 41
Meeting transit site/stop over requirements 41
Good practice in planning for Gypsy and Traveller provision 41
Concluding comments 42
Appendix A: Legislative background 43
Appendix B: Review of policy, guidance and best practice 46
Appendix C: Fieldwork questionnaire for household survey 58
Appendix D: Glossary of terms 62

List of Tables

Table 3.1 Responses achieved to the Household Survey 2018 by tenure and type of accommodation 17
Table 4.1a Households identifying as Gypsy Traveller by accommodation type 21
Table 4.1b People identifying as WGoIT by accommodation type 21
Table 4.1cPeople per Household, Calculation by Accommodation Type 22
Table 4.2 Bi-annual Traveller caravan count figures January 2015 to January 2020 23
Table 4.3 Annual Travelling Showpeople caravan count figures January 2014 to January 2019 23
Table 4.4 Traveller and Travelling Showpeople caravan sites provided by local authorities and registered providers in Bexley, January 2018 24
Table 4.5 List of Gypsy & Traveller sites and Travelling Showperson yards (as at March 2018) 25
Table 7.1 Summary of demand and supply factors: Gypsies and Travellers – 2018/19 to 2022/23 37
Table 7.2 Future pitch requirements based on the assumption that 50% of children form households on reaching 18 38
Table 7.3 January 2018 School Census information 39
Table 7.4 Gypsy and Traveller pitch need 2018 to 2038 39

Table 8.1 Overall Plan Period Gypsy and Traveller pitch need 42

List of Maps

Map 4.1 Location of sites and yards in the Borough of Bexley 26

Executive Summary

Introduction

The London Borough of Bexley Gypsy and Traveller Accommodation Assessment (GTAA) update analyses the latest available evidence to identify the accommodation needs of Gypsies and Travellers, Travelling Showpeople and houseboat dwellers from across the Borough.

The Borough of Bexley GTAA 2021 updates findings from the 2019 GTAA which included:

- A review of existing (secondary) data,
- An online survey of key stakeholders yielding seven responses, and
- A total of 15 interviews with Gypsy and Traveller households.

This data has been analysed to provide an updated picture of current provision and activity across the Borough of Bexley 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 204 households in the Borough of Bexley with a 'White: Gypsy or Irish Traveller' ethnicity. Of these, 6 households lived in a caravan or other mobile or temporary structure and 198 households lived in bricks and mortar (house, bungalow, flat, maisonette or apartment).

The bi-annual Traveller Caravan Count indicates an average of around 41 caravans over the last seven counts. Of these, around 65% are on authorised private sites, 18% on social rented sites and 17% on unauthorised sites. Within the Borough of Bexley, this represents an average of around 7 caravans on unauthorised sites. The annual Travelling Showperson Caravan Count (undertaken each January) indicates no Travelling Showpersons in the past five counts (2014-2018).

There is one authorised permanent Council-owned Gypsy and Traveller site in the Borough of Bexley. In addition, there are two authorised permanent private sites (one of which has one Council-owned pitch). There are no Travelling Showpersons' yards.

The triangulation of secondary data, Council records and fieldwork survey has identified a total of 26 Gypsy and Traveller pitches occupied by 25 households.

Planning policy requirements for needs assessments

The 2021 National Planning Policy Framework (NPPF) states in Paragraph 62 'the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policy (including travellers)'. A footnote in the NPPF then states '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'.

The 2015 Planning Policy for Traveller Site (PPTS) document states that 'local planning authorities should make their own assessment of need for the purposes of

planning' and 'ensure that their Local Plan includes a fair, realistic and inclusive policies to increase the number of traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply'.

In the absence of further guidance on preparing GTAAs, the methods adopted by arc[4] reflect the PPTS, build upon those methods established through previous guidance, our practical experience and decisions made at planning inquiries and appeals.

'Cultural' and 'PPTS need'

Government policy encourages authorities to meet the needs of all Gypsies and Travellers. The PPTS is used to plan for the accommodation needs of those Gypsies and Travellers who continue to lead a nomadic habit of life, even if they are temporarily not travelling. The NPPF is used to plan for the accommodation needs of those Gypsies and Travellers that no longer lead a nomadic habit of life. In both respects policy requires need to be assessed and then a five year supply of sites to meet that need to be identified as part of the Local Plan.

The GTAA establishes an overall 'cultural' need for pitches which accords with the overall need for Gypsy and Traveller culturally appropriate accommodation and takes into account the Human Rights Act 1998, the Equalities Act 2010 and the Housing and Planning Act 2016 section 124. Within this overall need, the specific need from households who meet the nomadic habit of life definitions set out in PPTS Annex 1 is identified. Analysis of the travelling behaviour of households or emerging households planning to move residential location indicates that 13.3% meet the nomadic habit of life/travelling behaviour criteria set out in the PPTS.

Study period

This study covers the period 2018 to 2038. Need has been assessed over a short-term 2018/19 to 2022/23 and longer-term 2023/24 to 2037/38.

Gypsy and Traveller pitch requirements

The GTAA 2021 update has found there are sufficient pitches available over the next five years (2018/19 to 2022/23) and an overall need for 4 pitches to 2038 based on a cultural definition of need of which the PPTS need is 0.5 pitches. Future planning policy should acknowledge this level of need.

Travelling Showperson plot requirements

There are no Travelling Showpersons' yards in the London Borough of Bexley, and no Travelling Showperson households were identified during the fieldwork survey. The GTAA 2019 has not evidenced any need for Travelling Showperson plot provision during the Plan Period. However, it is recommended that the Council continues to monitor activity and engage with the Showman's Guild and other representative bodies should local needs arise during the Plan Period.

Transit site requirements

Given the level of unauthorised encampment, the development of a transit site is not recommended. Instead, a tolerated stopping policy could be considered, where Travellers can be directed to appropriate locations to temporarily stop over with support if it is required.

1. Introduction

GTAA 2021 aims

1.1 This report updates the GTAA published in April 2019. The 2019 GTAA identified the accommodation needs of Gypsies and Travellers, Travelling Showpeople and houseboat dwellers from across the Borough of Bexley.

1.2 The overall objective of the Gypsy and Traveller Accommodation Assessment was 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 2019 were to:

- To identify the current accommodation provision for members of the Travelling community within the Borough of Bexley;
- 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 period to 2036; and
- To inform the development of housing and planning policies for the Council and its strategic partners.

1.4 The 2021 GTAA update identifies need for the 2018 to 2038 period and updates the policy context for the GTAA.

Who the study covers

1.5 The GTAA 2021 update adopts the definition of 'Gypsies and Travellers' set out within 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.' (source: DCLG Planning policy for traveller sites August 2015 Annex 1, para 1)

1.6 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:

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.' (source: DCLG *Planning policy for traveller sites* August 2015 Annex 1, para 2)

1.7 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.' **(MHCLG Planning policy for traveller sites August 2015 Annex 1, para 3)**

1.8 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.' **(MHCLG Planning policy for traveller sites August 2015 Annex 1, para 5).**

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

Report structure

1.10 The GTAA 2021 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 Bexley;
- **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 The Borough of Bexley and existing site provision;
- **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** which provides 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** Fieldwork questionnaire;
- **Appendix D** Glossary of terms.

Policy and local context

1.12 This study is grounded in an understanding of the national legislative and planning policy context that underpins the assessment and provision of accommodation for Gypsies and Travellers and Travelling Showpeople.

1.13 This chapter sets out the policy context within which this GTAA has been prepared, including a consideration of the previous GTAA for the borough and the policies of the 2021 London Plan .

Government policy and guidance

1.14 The 2021 National Planning Policy Framework states in Paragraph 62 'the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies' It then lists a number of groups including Travellers. A footnote to the paragraph states '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'.

1.15 The 2015 Planning Policy for Traveller Site (PPTS) document states that 'local planning authorities should make their own assessment of need for the purposes of planning' and 'ensure that their Local Plan includes a fair, realistic and inclusive policies to increase the number of traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply'.

1.16 Policy A of the 2015 PPTS relates to evidence needed to plan positively and manage development. This states 'in assembling the evidence base necessary to support their planning approach, local planning authorities should:

- pay particular attention to early and effective community engagement with both settled and traveller communities (including discussing travellers' accommodation needs with travellers themselves, their representative bodies and local support groups);
- co-operate with travellers, their representative bodies and local support groups; other local authorities and relevant interest groups to prepare and maintain an up-to-date understanding of the likely permanent and transit accommodation needs of their areas over the lifespan of their development plan, working collaboratively with neighbouring local planning authorities; and
- use a robust evidence base to establish accommodation needs to inform the preparation of local plans and make planning decisions.

1.17 In the absence of further guidance on preparing GTAAs, the methods adopted by arc[4] reflect Policy A of the PPTS; build upon those methods established through previous guidance; our practical experience and findings from planning inquiries and appeals.

1.18 The calculation of pitch/plot requirements 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 good practice approach for needs modelling.

1.19 Policy B of the 2015 PPTS relates to planning for traveller sites and requires Local Plans:

- to be prepared with the objective of contributing to the achievement of sustainable development and consistent with the policies of the NPPF; and
- to set pitch targets for Gypsies and Travellers and plot targets for Travelling Showpeople as defined in Annex 1 which address the likely permanent and transit site accommodation needs of travellers in their area, working collaboratively with neighbouring local planning authorities.

1.20 Policy B (paragraph 10) sets out that local authorities should, in producing their Local Plan:

a. identify and update annually, a supply of specific deliverable sites sufficient to provide 5 years' worth of sites against their locally set targets;

b. identify a supply of specific, developable sites, or broad locations for growth, for years 6 to 10 and, where possible, for years 11-15;

c. consider production of joint development plans that set targets on a cross-authority basis, to provide more flexibility in identifying sites, particularly if a local planning authority has special or strict planning constraints (local planning authorities have a duty to cooperate on planning issues that cross administrative boundaries);

d. relate the number of pitches or plots to the circumstances of the specific size and location of the site and the surrounding population's size and density; and

e. protect local amenity and environment.

1.21 Policy B (paragraph 13) sets out that local authorities should ensure that traveller sites are sustainable economically, socially and environmentally and therefore ensure that their policies:

f. promote peaceful and integrated co-existence between the site and the local community;

g. promote, in collaboration with commissioners of health services, access to appropriate health services;

h. ensure that children can attend school on a regular basis;

i. provide a settled base that reduces both the need for long-distance travelling and possible environmental damage caused by unauthorised encampment;

j. provide for proper consideration of the effect of local environmental quality (such as noise and air quality) on the health and well-being of any travellers who may locate there or on others as a result of new development;

k. avoid placing undue pressure on local infrastructure and services;

l. do not locate sites in areas at high risk of flooding, including functional floodplains, given the particular vulnerability of caravans; and

m. reflect the extent to which traditional lifestyles (whereby some travellers live and work from the same location thereby omitting many travel to work journeys) can contribute to sustainability.

Intentional unauthorised development

1.22 The planning policy statement issued with PPTS 2015 (source: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/457632/Final_Chief_Planning_Officer_letter_and_written_statement.pdf) (and confirmed by Ministerial Statement (source: http://www.parliament.uk/business/publications/written-questions-answers-statements/written-statement/Commons/2015-12-17/HCWS423/)) 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 be automatically refused, it does mean that failure to seek permission in advance of occupation will count against the application.

1.23 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).

Considering 'Cultural' and 'PPTS' need

1.24 Paragraph 62 of the 2021 NPPF recognises the need to assess a range of community needs including those of Travellers. Government policy encourages authorities to meet the needs of all Gypsies and Travellers. The PPTS is used to plan for the accommodation needs of those Gypsies and Travellers who continue to lead a nomadic habit of life, even if they are temporarily not travelling. The NPPF is used to plan for the accommodation needs of those Gypsies and Travellers that no longer lead a nomadic habit of life. In both respects policy requires need to be assessed and then a five year supply of sites to meet that need to be identified as part of the Local Plan. This approach also reflects the council's obligations under the Human Rights Act 1998, the Equalities Act 2010 and the Housing and Planning Act 2016 section 124.

1.25 Our assessment methodology is set out in Chapter 3 and the outworking of this approach for the Borough of Bexley is set out in Chapter 7.

Responding to challenges

1.26 GTAAs are subject to intense scrutiny, particularly at planning inquiries and hearings. The methodological approaches taken by arc4 aim to maximise the robustness of evidence and measures include:

- An up-to-date assessment of the number of pitches on sites and the number of households living on pitches and any vacancies.
- Maximising response rates from households.

- Carefully considering the relationship between households and the pitches they occupy.
- Sensitive analysis of the flows of existing households from and to districts.
- Consideration of overcrowding and concealed households.
- Careful consideration of turnover on council/housing association pitches, with clear assumptions over future potential capacity from households moving away from pitches.
- Longer-term modelling of need using detailed demographic information contained from household survey work.
- Reasonable assumptions around the number of households in bricks and mortar accommodation who may want to move to a pitch.

Regional Context

1.27 The Localism Act 2011 and the National Planning Policy Framework (NPPF) sets out that public bodies have a duty to cooperate on planning issues that cross administrative boundaries (NPPF, paragraph 178) (Draft Revised NPPF, paragraph 26).

1.28 National planning practice guidance (PPG) includes a guidance document specific to the Duty to cooperate (March 2014). This states that duty to cooperate is not a duty to agree, but local planning authorities should make every effort to secure the necessary cooperation on strategic cross boundary matters before they submit their Local Plans for examination (paragraph 1). In addition, it states that the duty to cooperate seeks to ensure that local planning authorities lead strategic planning effectively through their Local Plans, addressing social, environmental and economic issues that can only be addressed effectively by working with other local planning authorities beyond their own administrative boundaries (paragraph 8).

1.29 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).

1.30 The 2021 London Plan is the statutory spatial development strategy for Greater London, prepared by the Mayor of London. Policy H14 Gypsy and traveller accommodation sets out:

‘A. Boroughs should plan to meet the identified need for permanent gypsy and traveller pitches and must include ten-year pitch targets in their Development Plan Documents.

B. Boroughs that have not undertaken a needs assessment since 2008 should use the figure of need for gypsy and traveller accommodation provided in Table 4.4 as identified need for pitches until a needs assessment is undertaken as part of their Development Plan review process.

C. Boroughs that have undertaken a needs assessment since 2008 should update this as part of their Development Plan review process.

D. Boroughs should undertake an audit of existing local authority provided gypsy and traveller sites and pitches, working with residents occupying these, identifying:

1) areas of overcrowding

2) areas of potential extra capacity within existing sites,

3) pitches in need of refurbishment and/or provision of enhanced infrastructure (including utilities, open space and landscaping).

E. Boroughs should plan to address issues identified in the audits.

F. Boroughs should actively plan to protect existing gypsy and traveller and Travelling Showpeople or circus people pitch or plot capacity, and this should be taken into account when considering new residential developments to ensure inclusive, balanced and cohesive communities are created.'

Local context

1.31 The 2021 GTAA update has been prepared by arc4 to help inform future planning and housing policy decisions relating to Traveller issues for the period 2018 to 2036.

Methodology

Introduction

1.32 The GTAA research method is grounded in an understanding of the requirement of the NPPF and based on an established methodology which regularly withstands scrutiny at planning inquiries and hearings.

1.33 The methodology has comprised:

- a desktop analysis of existing documents, including data on pitches/sites, plots/yards and unauthorised encampments;
- the review of primary data, including household interviews with Gypsies and Travellers and Travelling Showpeople collected to inform the 2019 GTAA;
- stakeholder consultation carried out to inform the 2019 GTAA; and
- an assessment of accommodation needs taking into account all available data and information.

1.34 The information gathering has been carried out in three phases, as outlined below:

- Phase 1: Literature/desktop review.
- Phase 2: Survey of Gypsies and Travellers and Travelling Showpeople across the borough and stakeholder consultation.
- Phase 3: Needs assessment and production of the GTAA 2021 report.

Phase 1: Literature/desktop review and steering group discussions

1.35 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 Borough of Bexley.

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

1.36 The primary fieldwork for this study comprised survey work with Gypsies and Travellers. The questionnaire (Appendix C) was designed by arc^4 in consultation with the project steering group and build upon our standard questionnaire.

1.37 The household survey was undertaken by arc^4. 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 Borough. 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.

1.38 Interviews took place during March 2018. Responses achieved by tenure and type of site/yard are presented in Table 3.1.

1.39 A total of 25 households were identified as living across pitches in Bexley, Overall, 15 of the total 25 Gypsy and Traveller households responded to the interview questionnaire which represents a response rate of 60% (It should be noted that 7 interviews were achieved on the site at Jenningtree Way after which the interview team were kindly asked to leave and not carry out further interviews. The views of the residents have been respected and no further interviews were carried out.). Peabody Trust also carried out some informal discussions with residents living in bricks and mortar accommodation but there was no evidence from these discussions of a need for pitch accommodation.

1.40 In terms of Travelling Showpeople, there are no yards within the area and no Travelling Showpeople households were identified during the fieldwork.

1.41 The 2011 Census estimates there are 204 Gypsies and Traveller households currently living across Bexley, of whom 198 households live in bricks and mortar accommodation. Despite a number of different approaches, no interviews were achieved with Gypsies and Travellers and Travelling Showpeople living in bricks and mortar accommodation. Instead, 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[4] studies) (see Chapter 7).

Table 3.1 Responses achieved to the Household Survey 2018 by tenure and type of accommodation

Gypsies and Travellers					
	Pitch numbers			Household numbers	
Tenure and type of site	Total pitches	Total vacant	Occupied pitches	Total households	Interviews achieved
Council (permanent) authorised	10	1	9	9	6
Private (permanent) authorised	16	-	16	16	9
Total Gypsy and Traveller pitches	**26**	**1**	**25**	**25**	**15**

1.42 Regarding the PPTS 'nomadic habit of life' definition, the questionnaire asks if households have been travelling in the preceding year or within the past five years and/or intend to travel in the next year or in any year in the next five years. Note that households who cannot travel due to age or health limitations are excluded from analysis. If eligible households answer 'yes' to either question the household meets the travelling criteria set out in PPTS. By contrast, all households identifying as part of the Gypsy and Traveller or Travelling Showpeople community are contained within a broader 'cultural' definition.

1.43 Analysis of the household survey data establishes that 13.3% of respondent households living on Gypsy and Traveller pitches across the Borough of Bexley meet the PPTS 2015 'nomadic habit of life' definition of Gypsies and Travellers. 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.

Phase 3: Stakeholder survey

1.44 The survey of stakeholders was conducted during June 2018, by means of an online questionnaire. Contact information for key stakeholders was provided by the Borough Council. 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 made available online from 8th to 22nd June 2018 and reminder emails were sent out to encourage as many responses as possible. A total of seven responses to the stakeholder survey were obtained and these have been analysed quantitatively and qualitatively, as appropriate to the relevant data.

1.45 The stakeholder consultation invited 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.

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

Phase 4: Needs assessment and production of report

1.47 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.

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.

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

1.49 To identify any need for transit provision, findings from the household survey have been analysed alongside other contextual information including records of unauthorised encampments.

Pitches and households

1.50 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.

1.51 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).

1.52 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.

1.53 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

1.54 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'.

1.55 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'.

1.56 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'.

1.57 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'.

1.58 As a general guide, it is suggested by arc[4] that the minimum pitch size is 25m by 25m (625 square meters or 0.0625 hectares). This would support a twin-unit chalet/mobile home (15m x 6.5m), a tourer, an amenity shed/building (5m x 4m), two vehicle spaces (minimum 2.4m x 4.8m for each space) and turning circle for vehicles, amenity space and a small garden area/play space. Residential units need to be 3m from the pitch boundary and at least 6m apart. A slightly larger pitch of 25m by 30m (750 square meters or 0.075 hectares)

Occupancy

1.59 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.

1.60 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.

1.61 Quality, size of pitch and proximity of caravans on pitches vary dramatically.

Response

1.62 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.

1.63 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.

2. Review of the Gypsy and Traveller population and existing pitch/plot provision

2.1 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 household and population estimates

2.2 Whilst it is recognised that some families may not identify themselves as Gypsies or Travellers in research, the 2011 Census (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 21st January 2014. See Tables CT0127 and CT0128. Main article: 2011 Census analysis: What does the 2011 Census tell us about the characteristics of Gypsy or Irish travellers in England and Wales? identifies a total of 204 households in the Borough of Bexley as having a 'White: Gypsy or Irish Traveller' (WGoIT) ethnicity (Table 4.1a). Of these, 97% (198 households) lived in bricks and mortar accommodation (house or bungalow, or flat, maisonette or apartment) and 3% (6 households) lived in a caravan or other mobile or temporary structure.

Table 4.1a Households identifying as Gypsy Traveller by accommodation type

Total: Accommodation type	House or bungalow	A flat, maisonette or apartment	A caravan or other mobile or temporary structure
204	151	47	6

Source: 2011 Census

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

Table 4.1b People identifying as WGoIT by accommodation type

Total: Accommodation type	House or bungalow	A flat, maisonette or apartment	A caravan or other mobile or temporary structure
623	514	94	15

Source: 2011 Census

2.4 Table 4.1c provides an analysis of people and households and shows that the average household size is 3.1 persons for Gypsies and Travellers in the Borough of Bexley. 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 3.4 persons per household in houses/bungalows compared with 2.0 persons per household in flats/maisonettes/apartments and 2.5 persons per household in caravans/mobiles.

Table 4.1c People per Household, Calculation by Accommodation Type			
Total: Accommodation type	House or bungalow	A flat, maisonette or apartment	A caravan or other mobile or temporary structure
3.1	3.4	2.0	2.5

Source: 2011 Census

Caravan Count information

2.5 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. 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.. 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

2.6 The figures for the last seven Traveller caravan counts for Bexley are set out in Table 4.2. This shows that an average of around 40 caravans have been recorded on sites across the Borough of Bexley area during the eleven-count period. Of these, around 36 caravans (89.9%) are on authorised sites with planning permission. Of these, typically an average of 29 caravans are on private sites (71.9%) and 7 caravans are on social-rented sites (17.2%). An average of 10.1% of recorded caravans are on unauthorised sites, without planning permission, representing around 4 caravans.

Table 4.2 Bi-annual Traveller caravan count figures January 2015 to January 2020				
	Authorised sites with planning permission		Unauthorised sites without planning permission	
Bexley Count	Social Rented	Total Private	Total Unauthorised	Total
Jan 2015	8	23	18	49
Jul 2015	8	11	17	36
Jan 2016	9	22	0	31
Jul 2016	9	23	13	45
Jan 2017	9	36	0	45
Jul 2017	0	36	0	36
Jan 2018	9	36	0	45
July 2018	0	36	0	36
Jan 2019	8	36	0	44
July 2019	8	29	0	37
Jan 2020	8	29	0	37
Eleven-Count Average	**7**	**29**	**4**	**40**
Eleven-Count % Average	**17.2%**	**71.9%**	**10.9%**	**100%**

Source: MHCLG Traveller Caravan Count, Live Table 1 (January 2020)

2.7 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.

2.8 Table 4.3 sets out the data from the last six Travelling Showpeople caravan counts, 2014-2019, for the Borough of Bexley. This shows that no Travelling Showperson caravans were recorded in the period.

Table 4.3 Annual Travelling Showpeople caravan count figures January 2014 to January 2019				
	Authorised sites with planning permission		Unauthorised sites without planning permission	
Bexley Count	Social Rented	Total Private	Total Unauthorised	Total
2014	0	0	0	0
2015	0	0	0	0
2016	0	0	0	0
2017	0	0	0	0
2018	0	0	0	0
2019	0	0	0	0
Four-Count Average	**0**	**0**	**0**	**0**
Four-Count % Average	**0%**	**0%**	**0%**	**0%**

Source: MHCLG Travelling Showpeople Caravan Count, Live Table 3 (January 2020)

2.9 The MHCLG Caravan Count data also records Traveller and Travelling Showpeople caravan sites provided by local authorities and private registered providers in England (source: MHCLG *Count of Traveller Caravans, January 2018, England*, Housing Statistical Release, June 2018, Live Table 2). The data from January 2020 (Table 4.4) identifies one public site in Bexley, namely the McKillop Way site, indicating a total of nine residential pitches and nine-caravan capacity.

Table 4.4 Traveller and Travelling Showpeople caravan sites provided by local authorities and registered providers in Bexley, January 2018						
Site and address	Date site opened	Date of last site changes	Total no. of pitches	of which		Caravan capacity
				residential	transit	
1-9 McKillop Way, McKillop Way, Sidcup, Kent, DA14 5FA	1971	2015	9	9	0	9

Source: MHCLG Traveller Caravan Count, Live Table 2 (January 2020)

Local information

2.10 Data on the provision of sites considers both authorised and unauthorised sites across the Borough of Bexley.

2.11 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 (approximately three months or longer) unauthorised encampments (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), that have been in existence for some 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 D for more detailed definitions).

Table 4.5 sets out information relating to the Gypsy and Traveller sites and located within the Borough of Bexley, and the locations of these sites are shown on Map 4.1. These sites include one authorised permanent Council site at McKillop Way (which correlates with the information in the Caravan Count as set out in Table 4.4, above). In addition, there are two authorised permanent private sites, one of which includes one Council pitch. There are no Travelling Showpersons' yards. Overall, the study assumes 26 pitches across three sites.

Table 4.5 List of Gypsy & Traveller sites and Travelling Showperson yards (as at March 2018)							
Site/Yard Code	**Site/Yard Name and Address**	**Postcode**	**Type of Site/ Yard**	**Ownership**	**Total Pitches**	**Households**	**Achieved Interviews**
LA1	Powerscroft, 1-9 McKillop Way, Sidcup	DA14 5FA	Permanent Authorised	Council	9	8	5
Priv1	1 Willow Walk, south side of Thames Road A206 (by the railway / opposite Serco building), Crayford	Near to DA1 5QJ	Permanent Authorised	Private	3*	3	3
Priv 2	Jenningtree Way, Belvedere	DA17 6AJ	Permanent Authorised	Private (13)	14	14	6
LA2				Council (1)			1
Borough of Bexley Total					**26**	**25**	**15**

Source: The London Borough of Bexley data 2018, site survey fieldwork 2018

*There were 5-6 statics on the site and a total of 3 pitches is assumed

Map 4.1 Location of sites and yards in the Borough of Bexley



3. Household survey findings

3.1 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 the Borough of Bexley as possible. It was conducted using the questionnaire which is set out in Appendix C.

3.2 The methodology is set out in Chapter 3.

3.3 There was a total of 15 responses to the household survey. Of these, all were Gypsies and Travellers living on pitches:

- 9 households were living on permanent authorised private pitches; and
- 6 households were living on permanent authorised local authority pitches.

3.4 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.

3.5 It would not be appropriate to provide a detailed analysis of the survey information as this has the potential to identify individual responses. A broad summary of the household survey data is presented below in order to maintain respondent confidentiality.

Gypsy and Traveller households living in the Borough of Bexley

3.6 A total of 15 Gypsy and Traveller households were interviewed living on pitches across the Council area. Of these households, 14 (93%) identified themselves as English Romany and one (7%) identified as Romany Gypsy.

3.7 Asked to identify their household form, 47% of those responding to the question (base of 15) stated ‘family’. A further 20% identified as single parents. 13% of responding households identified as comprising a single adult and 20% identified as couples.

3.8 Of the 15 households interviewed, two (13%) were single person; 53% comprised of two people; 13% were three people; and 20% were four people.

3.9 The household survey identified a total of 36 people living within the 15 households, indicating an average (mean) of 2.4 persons per household across all pitches.

3.10 Ages were provided for 35 people from the total identified population of 36. A total of 5 children under the age of 13 years were identified. In addition, there were a further 4 young people aged 13-19 years and therefore likely to form households in the next 5 years (2018/19 to 2022/23).

3.11 Of the population for whom ages were supplied (35 persons), 14% were aged under 13 years, 11% were aged 13-19 years, 17% were aged 20-39 years, 29% were aged 40-59 years and 29% were aged 60 years or older.

3.12 Regarding bedspaces, from a base of 15 responding households, the majority of Gypsies and Travellers (80%) reported that they have two bedspaces available. A further 20% stated three bedspaces.

3.13 In terms of duration of residence, no respondents said that they had lived at their current address for five years or less. 20% stated 6-10 years; 33% stated 11-20 years; and 47% stated over 20 years, indicating that the majority of tenants have lived on their pitch for a considerable length of time.

3.14 When asked about overcrowding, two respondents said that their home is overcrowded, which represents 13% of households responding to the question (base of 15). One of these respondents (7%) also felt that their pitch is overcrowded.

3.15 Two respondents (or members of their household) stated that they had travelled in the preceding year, representing 13% of responding households (from a base of 15). 13 respondents (or members of their household) (87%) reported that they had not travelled in the preceding year. The same two respondents (or members of their household) also stated that they had travelled previous to the past year, while the remaining 13 respondents said that they had not travelled previous to the past year. In addition, the same two households (13%) stated that they are planning to travel in the next year and that they expect to travel each year for the next five years and beyond. The remaining 13 households (87%) do not plan to travel next year or beyond.

3.16 The household survey asked about accommodation plans for the future. One respondent stated that they are planning to move within the next five years.

3.17 The household survey asked respondents whether there were any people in the household who want to move onto their own pitch in the next five years (i.e. emerging households). However, all of the respondents said no. There were no emerging households identified.

3.18 In terms of scope to expand provision at their current site, two respondents (13% from a base of 15) expressed the view that this is possible. One suggested that four additional pitches could be accommodated. None of the 15 respondents felt that there was potential to intensify existing pitches, however.

3.19 Gypsies and Travellers were asked whether they feel there is a need for transit pitches in the Borough of Bexley (for people stopping over temporarily). Around one-quarter (27%) of those responding to the question (base of 15) said yes, there is a need for transit provision. A range of between three and 10+ was suggested. In terms of the preferred management of any future transit provision, three respondents stated Council and two stated Gypsy or Traveller.

3.20 Almost half of respondents (47%) considered that there is a need for additional permanent pitch provision in the London Borough of Bexley (seven respondents, from the base of 15), compared with eight respondents who did not see a need for more permanent pitches in the area. In terms of the number of permanent pitches needed, the following comments were made:

- “2”
- “8”
- “10 and more”
- “lots and lots” and
- “As many as possible” (three respondents said this).

4. Stakeholder consultation

Overview

6.1 Key stakeholders were identified by the Council. These individuals were invited by arc4 to participate in an online survey to provide their views on a range of issues relating to the Gypsy and Traveller and Travelling Showpeople community within the Bexley area.

6.2 A total of seven separate responses (some only partial) to the stakeholder consultation were obtained from representatives from Bexley, neighbouring London borough councils and a Traveller Liaison Officer. 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.

Provision of accommodation

6.3 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

6.4 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. One stakeholder said yes, one said no and three stated that they did not know.

6.5 In terms of locations for new permanent pitch provision within Bexley, the following points were made by respondents:

- New provision should be in sustainable locations;
- New provision should be, where possible, outside of Green Belt areas;
- The Foots Cray area was identified – one stakeholder noted that the existing Powerscroft site is small and badly-situated next to a main road and entrance to a large industrial unit with constant heavy lorry traffic. It was suggested that a new site may help improve the lives of the occupants;
- Thamesmead/Erith area was also proposed – one stakeholder recommended that new pitches here would help increase the chances of housed Gypsies and Travellers (currently living in bricks and mortar) moving into appropriate accommodation.

6.6 Respondents identified the following barriers to new permanent site provision:

- Availability of sites in sustainable locations;
- High dependence on private site owners;
- Lack of will amongst developers and builders to provide cost-effective sites;
- Lack of political will amongst councillors to support planning applications, and a lack of knowledge of Gypsy and Traveller history and culture;

- Public perception and discrimination, driven by the local press and media;
- Lack of imagination of planning new sites that could be environmentally-friendly and meet housing building standards;
- Planning issues; and
- Changing national policy.

Transit sites

6.7 When asked whether transit sites are needed, there was a variety of responses. One stakeholder said no; another reported that there are no transit sites in nearby Kent. A third stakeholder suggested that consideration should be given to the location of transit sites within a wider network within London and the South East.

6.8 The Traveller Liaison and Equine Officer provided the following comment:

'Transit sites are a necessity to help reduce the impact of trespass and can be properly managed if the political will is there. Transit provision need not necessarily be a permanent facility but imaginative use of 'meanwhile' land, development land that is not in use for a long period, or redundant roadways could all be used for temporary accommodation with the provision of portable toilets and rubbish clearance. Transit sites help the police use their powers to evict, reduces the cost to the council of going to court, and reduces the cost of clear up.'

6.9 In terms of barriers to transit provision, the following comments were made:

- Lack of political will, and lack of will amongst some council officers;
- NIMBY attitudes;
- Issues regarding who takes the lead;
- Costs and funding; and
- Maintenance issues.

Existing permanent sites

6.10 The online survey asked stakeholders for their views on the standard of facilities on existing sites in the study area. There was limited response from respondents. One stakeholder noted that they have no direct knowledge, but they have not heard any reports of unsatisfactory provision. A second stakeholder expressed concern that the existing Council caravan sites in Bexley are situated adjacent to high-traffic industrial sites which means that air quality is very poor and noise levels are high, hence quality of life is reduced. They reported that there is no play provision for children and no green space. They felt that the sites have been built without consideration about integrating the residents into the local community; they expressed concern that the sites in fact appear to isolate the Traveller community, which they felt is unhelpful for community cohesion. They considered that it is unlikely that permission would be given to build housing or other accommodation on these sites.

6.11 Asked if the respondents had any views on how existing sites are managed, one stakeholder said that they would like to see increased resources put into

the sites, such as alternative provision (AP) education (rather than mainstream schooling).

6.12 Stakeholders were asked if they were aware of issues or tensions between Gypsies, Travellers and Travelling Showpeople and the settled community. There was no awareness of such tensions. One stakeholder reported an awareness of some issues between adult males within the Travelling community itself, and reported an awareness of some domestic violence issues between adult males and their ex-partners.

Bricks and mortar

6.13 Two stakeholders confirmed that they are aware of members of the Gypsy, Traveller and Travelling Showpeople community living in bricks and mortar accommodation within the London Borough of Bexley. One respondent was aware of members of the Gypsy, Traveller and Travelling Showpeople community living on social housing estates, often near to the Bexley Traveller sites. The second respondent specified that they are aware of households living in bricks and mortar in the Thamesmead and Foots Cray areas.

6.14 Asked if they feel that additional provision of pitches needs to be made to accommodate the requirements of Gypsies, travellers and Travelling Showpeople currently living in bricks and mortar in Bexley, the two respondents expressed differing views. One said no, and reported that the residents that they are aware of have not expressed a desire to return to life on a site. However, the second respondent reported as follows:

‘Many Gypsies and Travellers in bricks and mortar accommodation have expressed to me that they would move back into caravans if there were additional sites provided. Planning inspectors have recognised that Gypsies and Travellers have 'an aversion to living in bricks and mortar' and this can lead to mental health issues for individuals and families. More pitches would provide greater choice for the Travelling community.’

6.15 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. One stakeholder suggested that they may not feel safe if they are fleeing domestic violence. Another stakeholder reported that where Gypsies and Travellers living on overcrowded pitches have been offered other housing options they have not wanted to be assisted because they feel confined in houses and flats. However, another respondent considered that many Gypsies and Travellers do feel safe in bricks and mortar, especially when they have been accommodated in a family group.

Unauthorised encampments

6.16 Several of the stakeholders provided information on unauthorised encampments in their relevant area.

6.17 The Traveller Liaison and Equine Officer for Peabody Group reported as follows:

‘Peabody has experienced an increase over previous years of unauthorised encampments/trespassing on our land in Thamesmead by caravans and other vehicles. Numbers of caravans have been relatively small, ranging from four to

twenty per group, and trespassing has occurred in car parks, public parks, open spaces, along roadside areas adjacent to development sites and commercial properties. In the last year we have experienced 11 unauthorised encampments in Bexley and 4 in the Royal Borough of Greenwich'.

6.18 London Borough of Greenwich reported that from 2015-2017 (three years) there were 105 unauthorised encampments. A camp could have roughly around 15-20 vehicles, which could be passenger vehicles, mobile homes and caravans on the camp site.

6.19 Dartford Borough Council reported that they have experienced 17 encampments in 2017, compared with 14 in 2016.

6.20 Sevenoaks District Council reported the following encampment numbers in their area by financial year:

2008-09: 4 encampments, 2009-10: 0 encampments, 2010-11: 2 encampments, 2011-12: 8 encampments, 2012-13: 2 encampments, 2013-14: 2 encampments, 2014-15: 7 encampments, 2015-16: 14 encampments, 2016-17: 25 encampments, 2017-18: 19 encampments.

6.21 Several of the stakeholders reported that unauthorised encampments are problematic for their organisation. Issues raised across stakeholder areas include:

- Problems such as nuisance, anti-social behaviour, safety and well-being concerns;
- Damage (including fences, gates and locks at parks where some encampments occur) and domestic rubbish;
- Disruption to the local community;
- Cost and resourcing implications for the councils and police; and
- Issues of criminal gangs, modern-day slavery and safeguarding.

6.22 It was noted that unauthorised encampments occur on privately-owned as well as council-owned land. When encampments occur on private land the organisation has to bear the cost of court action and bailiffs.

Planning policy

6.23 Stakeholders were asked what impact they think the Government's August 2015 changes to planning policy, Planning policy for traveller sites (PPTS 2015) is having on provision. The change in who meets the definitions was the main point raised by respondents. One respondent noted that this creates more pressure on GTAAs, as it is not easy to establish eligibility under the definitions. They also noted that demand from people who do not meet the definition – but have a cultural preference to live in caravans – still has be assessed for plan-making. In addition, it was noted that assessment of land opportunities is required in constrained areas, and Duty to Cooperate issues may be relevant.

6.24 The Traveller Liaison and Equine Officer for Peabody Group made reference to the Draft Revised NPPF of March 2018 in their response, as follows:

'Peabody has welcomed the recognition in the draft National Planning Policy Framework that Gypsy and Travellers' housing needs must be planned for, including those who have stopped travelling. In line with this, we believe that the Planning Policy for Traveller Sites should also be amended to return to the former broader definition of Gypsies and Travellers, to include those who have had to stop travelling permanently due to old age, sickness, disability, or care responsibilities. This is in line with the Greater London Authority's recent adoption of the cultural definition of Gypsies and Travellers. The definition adopted in 2015 does not provide adequate protection for a very vulnerable segment of our community.'

Cross-boundary issues

6.25 In terms of the regular movement of Gypsies, Travellers and Travelling Showpeople from neighbouring areas, in or out of the study area, only two stakeholders acknowledged an awareness of movements. One of them provided further information, specifying a route along the Eastern Way from Woolwich to Dartford.

6.26 Stakeholders were also asked if they are aware of any sites or locations close to the boundary of the study area where difficulties have arisen. No responses were received to this question.

6.27 In terms of cross-boundary issues, the Traveller Liaison and Equine Officer at Peabody reported that the 'blanket ban on unauthorised encampments taken out by Greenwich Council in Dec 2017 has led to an increase of trespass on Peabody land in Thamesmead. Both Greenwich and Bexley should consider providing transit sites rather than enforcing evictions.'

6.28 Stakeholders were asked if they agree that the stakeholder survey contributes to the requirement under the Duty to Cooperate with neighbouring authorities. Two stakeholders said yes; another stated 'partially in terms of evidence gathering'; and another expressed the view that only the movement and cross-boundary questions are relevant to the Duty to Cooperate requirement.

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

Introduction

5.1 This section reviews the overall pitch and plot requirements of Gypsies and Travellers and Travelling Showpeople across the Borough of Bexley. 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.

5.2 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).

5.3 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.

5.4 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 of Gypsies and Travellers and Travelling Showpeople but also takes account of the PPTS planning definition as an element of the modelling.

Pitch requirement model overview

5.5 The 2019 GTAA assessed pitch requirements 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 period to 2036 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. For pragmatic purposes, the 2021 GTAA update recasts the initial five year period to 2018/19 to 2022/23 and the longer-term need covers the period to 2038. The longer-term need evidence to 2036 in the 2019 GTAA has been extrapolated based on an annual need to establish pitch need to 2038.

5.6 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 March 2018;
- Existing households planning to move in the next five 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

- Total pitch need.

5.7 In terms of **supply**, the model considers:

- Total supply of current pitches on authorised sites; and
- Vacant pitches on authorised sites

5.8 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.

5.9 The longer-term element of the model then considers the cultural need over the period to 2038.

Description of factors in the 5-year need model

5.10 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

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

These figures are derived from local authority data, site observation and household survey information. Site observation data indicates there are 25 households living across 26 authorised pitches. One authorised pitch was vacant at the time of interviewing.

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

The 2011 Census suggested there were 198 households living in bricks and mortar accommodation. Available evidence suggests there is no particular need arising from households living in bricks and mortar accommodation. However, on the basis of 41 arc[4] studies carried out nationally, it is estimated that 5.3% of households living in bricks and mortar would prefer to live on a site. In the context of Bexley, this would equate to 10 households. This number is not included in the main model as we have found no evidence of people wanting to move from bricks and mortar to pitches. However, we do recommend that the Council considers applications for small family sites should they arise over the plan period.

5.13 **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 1.67 (15 responses from 25 G&T households on pitches results in a weighting factor of 25/15= 1.67).

Overall, there is a need from 1.7 households planning to move from a pitch to bricks and mortar accommodation.

An allowance is usually made for in-migration within the model. However, analysis of the household survey data indicates that none of the households

moved onto a pitch in the previous five years, so no allowance for in-migration can be calculated.

This results in an overall net requirement of -1.67 pitches (weighted) from existing households planning to move in the next 5 years.

5.14 **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 zero.

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.

5.15 **Total need for pitches (5)**

This is a total of 25 current households on authorised pitches and demand from no emerging households currently living on pitches. Taking into account planned moves from pitch to bricks and mortar, this indicates a total need for 23 pitches.

Supply

5.16 **Current supply of authorised pitches (6)**

This is a summary of the total number of authorised pitches and the number of vacant authorised pitches. This shows a total supply of 25 occupier authorised pitches plus 1 vacant pitches resulting in a total supply of 26 authorised pitches.

Reconciling supply and demand

5.17 There is a total need over the five year period (2018/19 to 2022/23 for 23 pitches in the Borough of Bexley (Table 7.1) compared with a supply of 26 authorised pitches (including vacant pitches). The result is an overall surplus of three pitches.

Table 7.1 Summary of demand and supply factors: Gypsies and Travellers – 2018/19 to 2022/23			
CULTURAL NEED			**The Borough of Bexley**
1	**Total households living on pitches**	1a. On LA Site	9
		1b. On Private Site – Authorised	16
		1c. On Private Site - Temporary Authorised	0
		1d. On Private Site - Tolerated	0
		1e. Unauthorised	0
		1f. Total (1a to 1e)	**25**
2A	**Estimate of households in bricks and mortar accommodation**	**2a. TOTAL (2011 Census)**	198
		Weighting applied to stages 3 and 4 = 1.67 to account for G&T household no-response	
3	**Existing households planning to move in next 5 years**	**Currently on sites**	
		3a. To another pitch/same site	0
		3b. To another site in Bexley	0
		3c. From site to Bricks and Mortar	1.7
		3d. To a site/bricks and mortar outside Bexley	0
		Currently in Bricks and Mortar	
		3e. Planning to move to a site in LA	0
		3f. Planning to move to another B&M property	0
		In-migrant households	
		3g. Allowance for in-migration	0
		3h. TOTAL Net impact (3a+3b-3c-3d+3e+3g)	**-1.7**
4	**Emerging households (5 years)**	4a. Currently on site and planning to live on current site	0
		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
		4g. TOTAL Net impact (4a+4b-4c+4d+4e+4f)	**0**
5	**Total Need**	**1f+3h+4g**	**23**
SUPPLY			
6	**Current supply of authorised pitches**	6a Current occupied authorised pitches	25
		6b Current unoccupied authorised pitches	1
		6c. Total current authorised supply (6a+6b)	**26**
RECONCILING NEED AND SUPPLY			
7	**Total need for pitches**	**5 years (from 5)**	**23**
8	**Total supply of authorised pitches**	**5 years (from 6c)**	**26**
5 YEAR AUTHORISED PITCH SHORTFALL 2018/19 TO 2022/23			**-3**

Longer-term pitch requirement modelling

5.18 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.

5.19 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 2023/43 to 2037/38. 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 the Borough of Bexley. This approach has been tested at inquiry including Worcestershire and Shropshire.. Analysis would suggest a total cultural need for 6 (rounded) additional pitches over the period 2022/23 to 2037/38(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 (unweighted figure in brackets	Expected household formation (unweighted figure in brackets)
2023/24 – 2027/28	6.7 (4)	3.3 (2)
2028/29 to 2032/33	1.7 (1)	0.8 (0.5)
2033/34 to 2036/37	3.3 (2)	1.7 (1)
Annualised need 2023/24 to 2036/37	0.8 (0.5)	0.4 (0.25)
2037/38	0.8 (0.5)	0.4 (0.25)
Total (2023/24 to 2037/38)	**12 (7.5)**	**6.25 (3.75)**

5.20 Table 7.3 sets out the January 2018 School Census information for the London Borough of Bexley in relation to pupils who are identified as being of Gypsy/Traveller ethnicity. This data indicates that, across all schools, there are a total of 237 Gypsy/Traveller children. Of these, 163 children are pre-school or primary school (up to Year 6) age; a further 74 children are secondary school age (Year 7 and above). Most of these children are living in bricks and mortar accommodation but as discussions with people living in bricks and mortar accommodation indicated no particular need for moving to a site, therefore future need is based on children living on sites as illustrated in Table 7.2.

Table 7.3 January 2018 School Census information														
Children identified in the School Census as Gypsies/Travellers														
No. children	**Pre- and primary age**								**Secondary age**						**Total**
	N2	**R**	**Y1**	**Y2**	**Y3**	**Y4**	**Y5**	**Y6**	**Y7**	**Y8**	**Y9**	**Y10**	**Y11**	**Y12**	
By year group	12	20	24	18	26	22	21	20	22	18	11	14	7	2	237
By school group	163 pre- and primary age								74 secondary age (aged 11+)						

Source: London Borough of Bexley 2018

Planning Policy for Traveller Site definition

5.21 Analysis of household survey data establishes that 13.3% of Gypsies and Travellers living on pitches across The Borough of Bexley satisfy the PPTS definition of Gypsies and Travellers.

Plan Period pitch need

5.22 Table 7.4 summarises the overall need for pitches across the London Borough of Bexley over the period to 2037/38. It presents the overall cultural need based on households identifying as Gypsy and Traveller and a PPTS need which is a subset of the cultural need and is based on those households who meet the PPTS 'nomadic habit of life' definition of need. Assuming a 20-year period (2018/19 to 2037/38), this results in an overall need for 3.6 pitches (cultural) and 0.48 (PPTS). This gives an overall annualised cultural need for 0.2 pitches (rounded).

Table 7.4 Gypsy and Traveller pitch need 2018 to 2038		
	Cultural need	**Of which: PPTS need**
5-year pitch need (2018/19 to 2022/23)	**-2.7**	**-0.36**
Longer-term need (2023/24 to 2037/38)	**6.3**	**0.84**
Over period 2023/43 to 2027/28	3.3	0.44
Over period 2028/29 to 2032/33	0.8	0.10
Over period 2033/34 to 2037/38	2.1	0.28
TOTAL pitch need to 2037/38	**3.6**	**0.48**
Annualised need (20 years)	**0.18**	**0.02**

5.23 It is recommended that future policy work recognises there is a cultural need for 4 pitches (rounded) over the Plan Period to 2038. Of this figure, the PPTS need is 0.5 pitches over the period to 2038.

Turnover on sites

5.24 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.

5.25 Household survey data indicates that none of the respondents had lived on their pitch on the local authority site for less than five years, implying a very low degree of turnover. An analysis of households planning to move would suggest that only one of the 15 households are planning to move in the next 5 years. Given this low level of movement, not turnover on public sites is assumed.

Potential capacity for Gypsy and Traveller pitches and tolerated sites

5.26 The household survey asked respondents if there was opportunity to expand or intensify existing sites to accommodate more pitches. Two respondents suggested that there was potential for around 4 additional pitches through extension across the following sites:

- Authorised site (Jenningtree Way) 4 pitches

5.27 None of the respondents felt that there was potential to intensify existing pitches.

5.28 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.

Transit site requirements

5.29 The household survey found that 27% of Gypsies and Travellers felt that transit provision should be made in Bexley, with a slight preference for Council management. A transit pitch normally has a hard standing, electric hook up and amenity shed. A good indicator of transit need is unauthorised encampment activity.

5.30 Available data for 2017/18 indicates a total of 9 unauthorised encampments (6 related to one family group). The number of caravans reported ranged between 3 and 15 with a modal (most frequently reported) number of 9 caravans. The Council are aware that the encampments may relate to visits to people in the neighbouring borough.

5.31 Given the nature and scale of unauthorised encampment, it is not recommended that the Council considers the need for transit pitches within the Borough of Bexley but considers a tolerated stopping policy where by travellers can be directed to appropriate locations to temporarily stop over with support if it is required.

6. Conclusion and strategic response

6.1 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

6.2 There are currently 25 Gypsy and Traveller households living across 26 occupied pitches within the London Borough of Bexley.

6.3 The GTAA 2021 update has evidenced a cultural need for 4 pitches across the Borough of Bexley over the period to 2038. Of this figure, the PPTS need is 0.5 pitches over the period to 2038.

6.4 In considering how this need can be addressed, the report has considered potential turnover on the Local Authority site(s) and the potential expansion/intensification of existing authorised sites. Regarding turnover, none is assumed given the low level of reported movement to/from sites. Potential expansion of existing sites as reported by respondents could result in a further supply of up to four pitches.

6.5 It is recommended that future policy work acknowledges this range of need. It is also recommended that the Council considers further technical work to confirm the potential for the expansion of existing sites in the Borough. In addition, the Council should consider future applications for the expansion of existing sites to help address the needs identified. Furthermore, the Council should consider applications for small sites to meet the needs of families who may emerge over the Plan Period, particularly households who may want to move from bricks and mortar accommodation in the future.

Meeting permanent Travelling Showperson requirements

6.6 There are currently no Travelling Showperson households living in the Borough of Bexley and the GTAA 2021 has found no evidence of emerging accommodation needs during the Plan Period.

6.7 However, it is recommended that the Council continues to monitor activity and engage with the Showman's Guild and other representative bodies should local needs arise during the Plan Period.

Meeting transit site/stop over requirements

6.8 Given the level of unauthorised encampment, the development of a transit site is not recommended. Instead, a tolerated stopping policy could be considered, where Travellers can be directed to appropriate locations to temporarily stop over with support if it is required.

Good practice in planning for Gypsy and Traveller provision

6.9 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 (source: I&DeA (now Local Government Agency) local leadership academy providing Gypsy and Traveller sites).

6.10 Work undertaken by PAS (source: PAS spaces and places for gypsies and travellers how planning can help) 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

6.11 The overarching purpose of this study has been to identify the accommodation requirements of Gypsies, Travellers and Travelling Showpeople across the Borough of Bexley.

6.12 As set out in Table 8.1, it is recommended that future policy work recognises a cultural need for 4 pitches over the period to 2038 of which the PPTS need is 0.5 pitches

Table 8.1 Overall Plan Period Gypsy and Traveller pitch need

	Cultural need	Of which, PPTS need
5-year pitch need (2018/19 to 2022/23)	**-2.7**	**-0.36**
Longer-term need (2023/24 to 2037/38)	**6.3**	**0.84**
TOTAL pitch need to 2038	**3.6**	**0.48**
TOTAL pitch need to 2038 (rounded)	**4.0**	**0.50**

6.13 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 the London Borough of Bexley.

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.' (source: DCLG A plain English guide to the Localism Act Nov 2011). 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 4th 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 Cities 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).

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. (source: PAS S*paces and places for gypsies and travellers how planning can help,* page 8)' 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 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.' (source: PAS *spaces and places for gypsies and travellers how planning can help page 8 & 14)* 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' (source: PAS *spaces and places for gypsies and travellers how planning can help page 10)*. 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;
- **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.' (source: RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part A page 8)

- **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.' (source: RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part A page 13) 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;
  - 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.' (source: RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part A page 18)

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.' (source: RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part C page 11)

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 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.' (source: RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part C page 11)

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.

B.9 **The National Planning Policy Framework, March 2012**

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'. 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.' (www.communities.gov.uk/news/corporate/2124322) 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.

B.13 **Statutory Instrument 2013 No.830 Town and Country Planning (Temporary Stop Notice) (England) (Revocation) Regulations 2013:** Made on 11th April 2013 and laid before Parliament on 12th April 2013 this Instrument revoking the regulations applying to Temporary Stop Notices (TSNs) in England came into force on 4th 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 1st July 2013 by Brandon Lewis (**https://www.gov.uk/government/speeches/planning-and-travellers) highlighted the issue of inappropriate development in the Green Belt and revised the appeals recovery criteria issued on 30th 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' (ODPM Diversity and Equality in Planning: A good practice guide 2005), 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 9th 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 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 23rd 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 Bexley (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." (source: DCLG *Planning policy for traveller sites*, August 2015, paragraph 3)

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 (31st 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 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 31st 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: Fieldwork questionnaire for household survey

	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? (**Same Site**, **Other Site** in Borough, **Outside** Borough (if so where)	
22	What type of dwelling (**c**aravan, **t**railer, **h**ouse, **f**lat, **b**ungalow)	
23	**Emerging households**: Are there any people in your household who want to move to their own pitch in the next 5	Y / N

	yrs?				
		HH1	HH2	HH3	HH4
24	Where are you planning to move to? (**Same Site**, **Other Site** in Borough, **Outside** Borough (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 Borough?	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? **(Borough)**	
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: 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: 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".

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)

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.

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.