

Gypsy and Traveller and Travelling Showperson Accommodation Assessment 2022

Sevenoaks District Council

Final Report
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Executive Summary

Introduction

The Sevenoaks District Gypsy, Traveller and Travelling Showperson Accommodation Assessment 2022 (GTAA) provides the latest available evidence to identify the accommodation needs of Gypsies and Travellers and Travelling Showpeople across the district.

The GTAA has included:

- A review of existing (secondary) data; and
- A household survey and site/yard observation. A total of 70 Gypsy and Traveller households were interviewed in 2022 out of a total of 108 households, a 64.8% response rate.

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

We are very grateful to the Gypsy and Traveller communities across Sevenoaks District for their positive engagement with the work.

Population and current accommodation provision

The 2011 Census identified a total of 126 households in Sevenoaks District where the Household Reference Person had a 'White: Gypsy or Irish Traveller' ethnicity. Of these, 46 lived in a caravan and 80 in bricks and mortar housing.

Gypsy and Traveller provision includes three council sites (59 pitches), 21 private authorised sites (85 pitches), one temporary authorised site (1 pitch) and six unauthorised site (10 pitches). Total supply is therefore 155 pitches but not all pitches are currently occupied. There are no Travelling Showperson's yards in the district. Private sites tend to be occupied by extended family groups. This means the ability of non-family members to move onto private sites is limited.

The bi-annual DCLG Traveller caravan count (January 2016 to July 2021) reported an average of 189 caravans on Gypsy and Traveller sites and none on Travelling Showperson's yards.

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 fair, realistic and inclusive policies' and '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 GTAA's, the methods adopted by arc⁴ 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 national 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 74.4% meet the nomadic habit of life/travelling behaviour criteria set out in the PPTS.

Need assessment period

To support the preparation of the Local Plan which runs to 2040, need has been assessed over a short-term period: 2022/23 to 2026/27 and longer-term period: 2027/28 to 2039/40.

Gypsy and Traveller pitch requirements

Overall need

There is an overall cultural need for 43 additional Gypsy and Traveller pitches across the district over the period 2022/23 to 2039/40. Of this need, 34 is from households who meet the PPTS nomadic habit of life definition and 9 are from households who do not meet the PPTS definition as they no longer lead a nomadic habit of life. This takes into account the needs arising from existing households, households on unauthorised sites, newly forming households, in-migrant households and also the current vacancies on existing public sites. Turnover on council sites is minimal and not factored into the needs model. Turnover on private sites is not included in analysis because occupancy may be restricted to family members.

The pitch shortfall over the first five-year and full plan period are set out in detail in Table ES1.

Discussions with private site owners identified a series of potential additional sites across Sevenoaks District. For confidentiality and commercial sensitivity reasons the

specific details are withheld in this report, but the council has been made aware of these sites. The pitch capacity of the potential sites around 50 pitches.

Table ES1 Gypsy and Traveller pitch need: 2022/23 to 2039/40

Sevenoaks	Cultural need	of which: PPTS NEED
5yr Authorised Pitch Shortfall (2022/23 to 2026/27)	5	1.3
Longer-term need	Cultural need	of which: PPTS NEED
Over period 2027/28 to 2031/32	13	11
Over period 2032/33 to 2036/37	12	10
Over period 2037/38 to 2039/40	13	11
Longer-term need TOTAL	38	33
TOTAL NET SHORTFALL 2022/23 to 2039/40	43	34

The previous 2017 GTAA identified a cultural need for 105 pitches of which 65 were PPTS need before any turnover on council sites was considered. Since the GTAA was published, the council have regularised a series of pitches (that is making them permanent authorised) and this has had a very positive impact on helping to meet need across the district.

In summary:

- Over the plan period 2022/23 to 2039/40, there is an overall need for 43 of which 34 is PPTS need and 9 is non-PPTS need.
- Over the five-year period 2022/23 to 2026/27, there is an overall need for 5 additional pitches of which 1 is PPTS is need and 4 non-PPTS need)

A potential supply of at least 50 additional pitches has been promoted by existing site owners however, these sites will need to be assessed and may not all be suitable for new pitches. In addition, there are 18 vacant pitches on council sites and 14 on private authorised. This potential supply would be sufficient to address the 5-year and plan period need for both PPTS and non-PPTS need.

Travelling Showperson plot requirements

There is currently no Travelling Showperson's provision in Sevenoaks District.

Temporary stopping places and transit provision

The council should consider the options for transit provision. A blend of different approaches may be appropriate, with an emphasis on negotiated stopping arrangements rather than a dedicated transit site.

Policy recommendations

Government policy encourages authorities to meet the needs of all Gypsies and Travellers through the NPPF for those who no longer travel and the PPTS for those who have a nomadic habit of life.

The overall needs evidenced in this report indicate a total shortfall of 43 pitches (of which 34 is PPTS need and 9 is non-PPTS need) over the period 2022/23 to 2039/40). This takes into account current vacancies on council and private sites.

Discussions with site owners have identified several potential new sites with a potential capacity of around 50 pitches. Delivery of these sites within 5 years would address the 5-year evidenced pitch need and plan period need in full.

To help bring forward new pitches, it is recommended that the council engage with private site owners to consider new site applications and also variation of use applications to increase the number of pitches on existing sites (subject to the resulting pitches being an appropriate size). The council should also review whether vacant private pitches are expected to be used. Once the overall scale of potential delivery and use of private vacant sites is identified, the council can determine if there remains a shortfall of sites. The council should also continue to provide social rented pitches on council sites and draw upon any available resources to facilitate this.

Introduction

Overview

- 1.1 In January 2022 arc4 was commissioned by Sevenoaks District Council to prepare the 2022 Gypsy, Traveller and Travelling Showperson Accommodation Assessment (GTAA) which updates the previous study published in 2017.
- 1.2 The overall scope of the study is to ensure that the council has a robust evidence base to determine an appropriate level of residential pitch and transit provision over the period to 2040 (financial year 2039/40) and to identify the accommodation needs of Gypsies and Travellers to meet both the Planning Policy for Traveller Sites (PPTS)-defined need and the council's obligations under section 124 of the Housing and Planning Act 2016.

Who the study covers

- 1.3 The GTAA 2022 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' (MHCLG Planning policy for traveller sites August 2015 Annex 1, para 1.)
- 1.4 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.' (MHCLG Planning policy for traveller sites August 2015 Annex 1, para 2)
- 1.5 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)

1.6 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).

1.7 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

1.8 The GTAA 2022 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 national policy context which guides the study.
- **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 district and existing site/yard provision.
- **Chapter 5 Household survey:** presents relevant data obtained from the household survey research.
- **Chapter 6 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 district.
- **Chapter 7 Conclusion and strategic response:** concludes the report, providing a brief summary of key findings and recommendations.

1.9 The report is supplemented by the following appendices:

- **Appendix A** Household questionnaires.
- **Appendix B** Glossary of terms.

Policy and local context

- 1.10 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.
- 1.11 This chapter sets out the policy context within which this GTAA has been prepared, including a consideration of the previous GTAA for the district.

Government policy and guidance

- 1.12 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’**.
- 1.13 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 fair, realistic and inclusive policies’** and **‘to increase the number of traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply’**.
- 1.14 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.’**
- 1.15 In the absence of further guidance on preparing GTAAs, the methods adopted by arc4 reflect Policy A of the PPTS; build upon those methods established through previous guidance; our practical experience and findings from planning inquiries and appeals.
- 1.16 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.

- 1.17 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.
- 1.18 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.
- 1.19 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:
- a. promote peaceful and integrated co-existence between the site and the local community;
 - b. promote, in collaboration with commissioners of health services, access to appropriate health services;
 - c. ensure that children can attend school on a regular basis;
 - d. provide a settled base that reduces both the need for long-distance travelling and possible environmental damage caused by unauthorised encampment;
 - e. provide for proper consideration of the effect of local environmental quality (such as noise and air quality) on the health and well-being of any travellers who may locate there or on others as a result of new development;

- f. avoid placing undue pressure on local infrastructure and services;
- g. do not locate sites in areas at high risk of flooding, including functional floodplains, given the particular vulnerability of caravans; and
- h. reflect the extent to which traditional lifestyles (whereby some travellers live and work from the same location thereby omitting many travel to work journeys) can contribute to sustainability.

Intentional unauthorised development

- 1.20 The planning policy statement issued with PPTS 2015 ([click here for policy statement](#)) and confirmed by Ministerial Statement ([click here for ministerial statement](#)) 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.
- 1.21 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

- 1.22 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.
- 1.23 Our assessment methodology is set out in Chapter 3 and the outworking of this approach for Sevenoaks District is set out in Chapter 6.

Responding to challenges

- 1.24 GTAs 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.

Methodology

Introduction

- 1.25 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.
- 1.26 The methodology has comprised:
- a desktop analysis of existing documents, including data on pitches / sites, plots / yards and unauthorised encampments;
 - the collection of primary data, including household interviews with Gypsies and Travellers and Travelling Showpeople; and
 - an assessment of accommodation needs taking into account all available data and information.
- 1.27 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 district.
 - Phase 3: Needs assessment and production of the GTAA 2022 report.

Phase 1: Literature/desktop review and steering group discussions

- 1.28 We have reviewed relevant literature, including legislative background and best practice information; and analysis of available secondary data relating to Gypsies and Travellers and Travelling Showpeople in the district. The research has been overseen by a steering group comprising local authority officers.

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

- 1.29 Our aim is to obtain interviews from all households living on sites using a standard questionnaire (Appendix A). This questionnaire has been carefully designed in consultation with councils, feedback from community representatives and planning agents. Site visits and interviews took place during March and April 2022 and households were left with a leaflet explaining the work.
- 1.30 Regarding the PPTS 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.

- 1.31 Analysis of the travelling behaviour of households or emerging households planning to move residential location indicates that 53.5% meet the nomadic habit of life / travelling behaviour criteria set out in PPTS. These households meet the criteria by either travelling within the past five years and/or intend to travel in the next year or in any year in the next five years. Given the national lockdown restrictions, very few households have been able to travel in the past year and travelling in the past year has not been considered in the assessment of travelling behaviour. This is discussed further in the analysis in Chapter 7.

Phase 3: Needs assessment and production of report

- 1.32 A detailed explanation of the pitch requirements is contained in Chapter 6 but briefly comprises analysis of the following:
- current pitch supply, households living in bricks and mortar accommodation; households planning to move in the next five years, and emerging households to give total need for pitches; and
 - supply based on the number of authorised pitches and turnover on sites on public pitches.
- 1.33 The overall need for pitches is then compared with the overall supply.

Pitches and households

- 1.34 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.
- 1.35 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).
- 1.36 Planning decision notices usually refer to 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.
- 1.37 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

- 1.38 There are no definitive parameters for site or pitch sizes. Although now withdrawn, the DCLG Designing Gypsy and Traveller sites: good practice guide

- (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’.
- 1.39 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’.
- 1.40 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’.
- 1.41 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’.
- 1.42 As a general guide, it is suggested by arc4 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) would be appropriate for larger household units requiring several residential units.
- 1.43 In 2010, the Showmen’s Guild of Great Britain prepared a document ‘Travelling Showpeople’s sites: a planning focus - model standard package). This document was intended to provide guidelines to Travelling Showpeople and Local Planning Authorities when considering the needs of Travelling Showpeople.
- 1.44 This document confirmed that:
- A plot is a piece of land occupied by a showperson with their family and equipment, used to store fairground rides, vehicles and other items as well as for living accommodation. The family unit can be large or small, for instance an extended family with grandparents, parents and children, or a single-family unit of parents and children.
 - A yard is two or more plots owned by the same family who may use this for their own family purposes or may let part out to other Showpeople.
 - A site is a group of plots where the land is owned by individual plot holders. Quite often a Showperson’s site will have a common shared access onto the main road network.
 - Showpeople’s sites do not fit neatly into the definition of a one land use category. The sites combine a residential use with a storage use, and

maintenance is also likely to be carried out on site. The residential use can take the form of static homes and caravans.

- For a Travelling Showperson yard, the minimum size of a plot is 0.5ha and should include space for residential accommodation and equipment storage.

Occupancy

- 1.45 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.
- 1.46 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.
- 1.47 Quality, size of pitch and proximity of caravans on pitches vary dramatically.

Response

- 1.48 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.
- 1.49 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. The potential for pitch intensification/sub-division was considered on site visits and respondents were asked whether intensification/sub-division was possible on the site they lived on.

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

- 1.50 This chapter looks at the current picture in terms of the current population and demography of Gypsies and Travellers across Sevenoaks before going on to explore the extent and nature of provision across the district.

2011 Census population and household estimates

- 1.51 The 2011 Census (Tables 4.1 and 4.2) identified a total of 390 people in 126 households in Sevenoaks District with a Household Reference Person who identified as having a White Gypsy or Irish Traveller ethnicity. 63.5% of households who identified as Gypsy/Traveller lived in bricks and mortar accommodation and 36.5% lived in caravans.

Table 4.1 People in households identifying as White Gypsy or Irish Traveller by accommodation type

Local Authority	Total: Accommodation type	House or bungalow	A flat, maisonette or apartment	A caravan or other mobile or temporary structure
Sevenoaks	390	218	25	147

Source: 2011 Census CT127

Table 4.2 Households identifying as Gypsy Traveller by accommodation type

Local Authority	Total: Accommodation type	House or bungalow	A flat, maisonette or apartment	A caravan or other mobile or temporary structure
Sevenoaks	126	64	16	46

Source: 2011 Census CT0128

Caravan Count information

- 1.52 Snapshot counts of the number of Gypsy and Traveller caravans were requested by the government in 1979 and have since been undertaken every January and July by local authorities. An annual count of Travelling Showperson caravans takes place every January. The counts provide a source of information on the number of caravans located on authorised and unauthorised sites but do not record the actual number of pitches on sites/yards.
- 1.53 The figures for the last 10 Traveller caravan counts for Sevenoaks District are set out in Table 4.3. Data shows an average of 189 caravans across the district during the period Jan 2016 to July 2021. Of these, 46.7% were on council sites 35.7% were on private sites and 17.6% on unauthorised sites.

Table 4.3 Bi-annual Traveller caravan count figures January 2016 to July 2021: Sevenoaks District

Date	Authorised sites with planning permission Social Rented	Authorised sites with planning permission Total Private	Unauthorised sites without planning permission	Total
Jan-16	88	64	25	177
Jul-16	85	69	39	193
Jan-17	91	73	31	195
Jul-17	91	68	39	198
Jan-18	100	66	45	211
Jul-18	100	66	38	204
Jan-19	100	66	45	211
Jul-19	81	57	28	166
Jan-20	87	48	28	163
Jul-21	58	96	13	167
10-Count Average* (Jan 2016- Jul 21)	88	67	33	189
10-Count % Average* (Jan 2016- Jul 2021)	46.7	35.7	17.6	100.0

Source: DLUHC/MHCLG Traveller Caravan Count, Live Table

Counts not taken in July 2020 or Jan 2021 due to the COVID pandemic

- 1.54 Over the period 2015 to 2020 there were no reported Travelling Showperson caravans across Sevenoaks District in the MHCLG (now DLUHC) caravan count statistics (Table 4.4).

Table 4.4 Annual Travelling Showpeople caravan count figures January 2015 to January 2020

Count	Authorised sites with planning permission Social Rented	Authorised sites with planning permission Total Private	Unauthorised sites without planning permission	Total
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
2020	0	0	0	0
Six-Count Average	0	0	0	0
Six-Count % Average	0	0	0	0

Source: MHCLG Travelling Showpeople Caravan Count, Live Table 3

Local site and yards

- 1.55 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 and 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 B for more detailed definitions).
- 1.56 Table 4.5 sets out the range of sites across Sevenoaks District. The table also shows the number of household survey responses achieved. The level of pitch provision in Sevenoaks District requires some careful analysis which is now set out.
- 1.57 Culturally appropriate provision includes three council sites (59 pitches), 20 private authorised sites (89 pitches) and six unauthorised site (8 pitches). There are no Travelling Showperson’s yards in the district. Private sites tend to be occupied by extended family groups. This means the ability of non-family members to move onto private sites is limited.
- 1.58 Please note that on some private sites the number of pitches does not match the number of households because some households occupy more than one pitch.
- 1.59 Careful analysis and discussions with site owners confirm a total of 32 vacant pitches on authorised council and private sites as set out in Table 4.5 after

taking into account the number of households living on more than one pitch. Note that there are also 5 vacant pitches on unauthorised sites. However, it should be acknowledged that the existing private sites are mainly for extended family groups and the ability to live on these sites is therefore restricted.

- 1.60 Table 4.6 sets out the summary position regarding pitches, vacancy and occupancy. This provides a transparent base position from which the modelling of future pitch need in section 6 need can proceed. Map 4.1 shows the location of pitches.

Table 4.5 List of Gypsy & Traveller pitches on sites (as at April 2022)

Site Code	Site Name and Address	Planning status	Total pitches	Total occupied pitches	Total vacant pitches	Total households	Achieved household interviews	Total Non-response	Not available	Did not want to be interviewed	COVID
LA1	Romani Way , Hever Road, Edenbridge, TN8 5NQ	Permanent Authorised (SDC Owned)	17	9	8	9	5	4	4	0	0
LA2	Polhill , Dunton Green, Shoreham, TN14 7BG	Permanent Authorised (KCC owned)	7	7	0	7	4	3	3	0	0
LA3	Barnfield Park , Ash Road, Sevenoaks, TN15 7LY	Permanent Authorised (KCC owned)	35	25	10	25	14	11	11	0	0
Priv1	Ashley Place , Leydenhatch Lane, Swanley, BR8 7PS	Permanent Authorised	1	0	1	0	0	0	0	0	0
Priv2	Eagles Farm , Crowhurst Lane, West Kingsdown, TN15 6JE	Permanent Authorised	4	4	0	2	2	0	0	0	0
Priv 3 (see Unauth5)	Bournewood Brickworks , Stones Cross Road, Crockenhill, BR8 8LT	Permanent Authorised	1	1	0	1	1	1	1	0	0

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Site Code	Site Name and Address	Planning status	Total pitches	Total occupied pitches	Total vacant pitches	Total households	Achieved household interviews	Total Non-response	Not available	Did not want to be interviewed	COVID
Priv4	Early Autumn, East Hill, Shoreham, TN15 6YB	Permanent Authorised	3	3	0	1	1	0	0	0	0
Priv5	Valley Park, Lower Road, Hextable, BR8 7RZ	Permanent Authorised	17	14	3	14	10	4	4	0	0
Priv6	Macandy, Romney Street, Shoreham, TN15 6XR	Permanent Authorised	1	1	0	1	1	0	0	0	0
Priv7	The Oaks Farm, Randles Lane, Knockholt, TN14 7NG	Permanent Authorised	1	1	0	1	1	0	0	0	0
Priv8	Greenvale, Knatts Valley, West Kingsdown, TN15 6AE	Permanent Authorised	1	1	0	1	0	1	1	0	0
Priv9	Two Barns, Knatts Lane, West Kingsdown, TN15 6YA	Permanent Authorised	1	1	0	2	2	0	0	0	0

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Site Code	Site Name and Address	Planning status	Total pitches	Total occupied pitches	Total vacant pitches	Total households	Achieved household interviews	Total Non-response	Not available	Did not want to be interviewed	COVID
Priv10	Park Lane Farm, Park Lane, Swanley Village, Swanley, BR8 8DT	Permanent Authorised	2	2	0	2	2	0	0	0	0
Priv11	Alexis Place, Hockenden Lane, Swanley, BR8 7QH	Permanent Authorised	4	4	0	4	4	0	0	0	0
Priv12	Robertson's Nursery, Goldsel Road, Crockenhill, BR8 8BF	Permanent Authorised	1	1	0	1	1	0	0	0	0
Priv13	Station Court, London Road, Halstead, TN14 7HR	Permanent Authorised	4	4	0	2	2	0	0	0	0
Priv14	Seven Acre Farm, Hever Road, Edenbridge, TN8 5DJ	Permanent Authorised	10	10	0	5	5	0	0	0	0
Priv15	Land south west of Broomhill, Button Street, Farningham, BR8 8DX	Permanent Authorised	3	2	1	2	2	0	0	0	0

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Site Code	Site Name and Address	Planning status	Total pitches	Total occupied pitches	Total vacant pitches	Total house-holds	Achieved household interviews	Total Non-response	Not available	Did not want to be interviewed	COVID
Priv16	Pedham Stable/Land between Button Street and M20, Button Street, Farningham, BR8 8DX	Permanent Authorised	1	1	0	1	1	0	0	0	0
Priv17	Hill Top Farm, Farningham, DA4 0JN	Permanent Authorised	14	14	0	14	1	13	0	0	13
Priv18 (see Unauth6)	Land West of Valley Park, Lower Road, Hextable, BR8 7RZ	Permanent Authorised	11	2	9	2	2	0	0	0	0
Priv19	Malt House Farm, Lower Road, Hextable, BR8 7RZ	Permanent Authorised	1	1	0	2	2	0	0	0	0
Priv20	St. Georges Stables (formerly Westwood View Stables), Rock Hill, Shoreham, BR6 7PP	Permanent Authorised	1	1	0	1	1	0	0	0	0

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Site Code	Site Name and Address	Planning status	Total pitches	Total occupied pitches	Total vacant pitches	Total households	Achieved household interviews	Total Non-response	Not available	Did not want to be interviewed	COVID
Priv21	Hollywood Gardens , School Lane, West Kingsdown, TN15 6JN	Permanent Authorised	3	3	0	2	2	0	0	0	0
PrivTemp1	Little Trees, Redmans Lane , Shoreham, TN14 7UB	Temporary Authorised	1	1	0	1	1	0	0	0	0
Unauth1	Merry Lees , Billet Hill, Ash, TN15 7HG	Vacant	1	1	0	1	1	0	0	0	0
Unauth2	Fordwood Farm , New Street Road, Ash, TN15 7JY	Unauthorised	1	1	0	1	1	0	0	0	0
Unauth3	Land Rear Of Broomhill , Button Street, Swanley, BR8 8DX	Unauthorised	1	1	0	1	0	1	0	1	0

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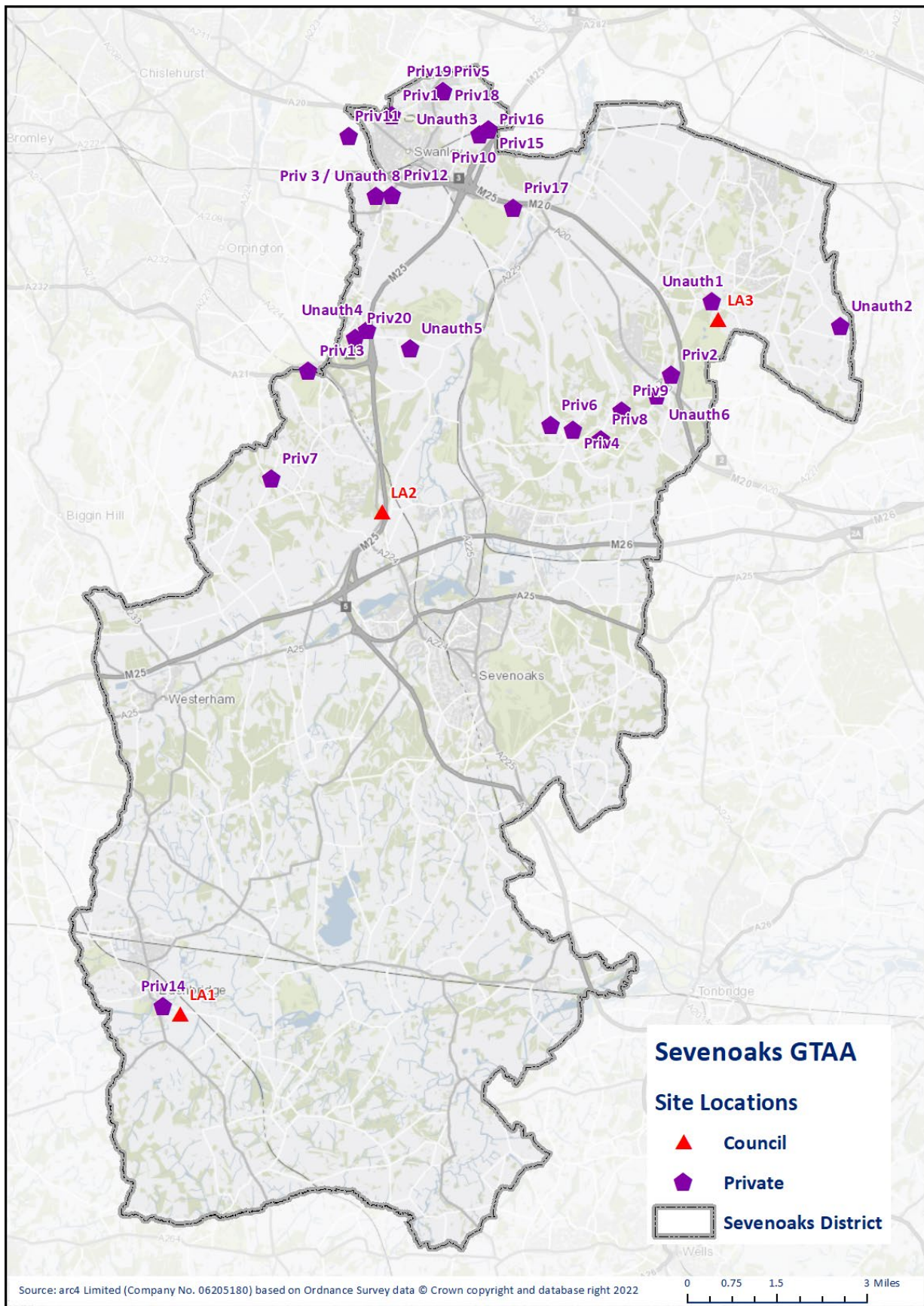
Site Code	Site Name and Address	Planning status	Total pitches	Total occupied pitches	Total vacant pitches	Total households	Achieved household interviews	Total Non-response	Not available	Did not want to be interviewed	COVID
Unauth4	Plot1 Fountains Farm, Land at Fountain Farm/Land North East of the Junction of Redmans, Firmingers Road, Well Hill, Shoreham, BR6 7QH	Unauthorised	1	1	0	1	1	0	0	0	0
Unauth5	Bournewood Brickworks, Stones Cross Road, Crockenhill, BR8 8LT	Unauthorised	1	1	0	1	0	0	1	0	0
Unauth6	Land West of Valley Park, Lower Road, Hextable, BR8 7RZ	Unauthorised	5	0	5	0	0	0	0	0	0
N/A	TOTAL PITCHES	N/A	155	118	37	108	70	38	25	1	13

Source: Council data 2022, site survey and fieldwork 2022 GTAA

Table 4.6 Summary of sites, pitches and occupancy

Type of site	Number of sites	Total pitches	Total occupied pitches	Total vacant pitches	Final households	Achieve household interviews	Non-response
Local Authority Sites	3	59	41	18	41	23	18
Private Authorised Sites	21	85	71	14	61	43	19
Private Temporary Authorised Sites	1	1	1	0	1	1	0
Unauthorised sites	6	10	5	5	5	3	1
Total	31	155	118	37	108	70	38

Map 4.1 Location of sites and yards in Sevenoaks District



Household survey findings

- 1.61 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 and Traveller households living in the study area as possible. It was conducted using the questionnaire presented in Appendix A.

Gypsy and Traveller households living in Sevenoaks District

- 1.62 A review of the characteristics of Gypsy and Traveller households living in Sevenoaks District has been based on data from a total of 70 households interviewed as part of the 2022 GTAA.
- 1.63 The number of responses achieved to particular questions is summarised for each question. It would not be appropriate to provide a detailed analysis of the survey information, for instance by type or location of site, as this has the potential to identify individual responses. Broad summaries of the household data are presented in a manner which maintains respondent confidentiality. Where analysis refers to 'small numbers' this means 4 or fewer households responding.
- 1.64 **Ethnicity (base=66):** Of household representatives interviewed 81.8% described themselves as Gypsy (including Romany, Romany Gypsy and English Gypsy), 1.5% as English Traveller and 16.7% as Irish Traveller).
- 1.65 Data from the household survey provided an insight into household size, type and the age of residents living on pitches.
- 1.66 **Household size (base=64):** 26.6% of households were single person; 35.9% two person; 10.9% three person; 12.5% four person, 7.8% five person and 6.3% six or more person households.
- 1.67 **Household type (base=64):** 23.4% were couples with child(ren) including non-dependent children 18.8% were single, 18.8% were single parents, 17.2% couples with child(ren) including non-dependent children, 7.8% were older singles, 7.8% older couples and 6.3% were multi-adult/other households, for instance extended families such as couples with siblings living with them.
- 1.68 **Age profile:** The household survey identified a total of 227 Gypsies and Travellers living on sites in Sevenoaks District. Household survey data reports the following age profile (base=227) of the Travelling population living on pitches: 29.5% were aged 13 or under, 7.0% aged 14-17, 25.1% aged 18-34, 21.1% aged 35-49, 9.3% aged 50-64 and 7.9% aged 65 and over.
- 1.69 **Length of residence (base=65):** 18.5% had lived at their current place of residence for less than 5 years, 20% between 5 and less than 10 years, 12.3% between 10 and less than 15 years, 10.8% between 15 and less than 20 years and 38.5% for 20 years or more.
- 1.70 **Overcrowding:** When asked if their home was overcrowded (base=67), 95.5% said no it was not overcrowded and 4.5% said it was overcrowded. When asked whether their pitch was overcrowded (base=67), 1.5% said yes and 98.5% said no.

- 1.71 **Regarding the need for more residential pitches** (base=60), respondents were asked if they felt there was a need for more pitches. This was to gauge local views on need and does not influence the needs assessment modelling carried out. 58.3% said there was a need for more and 41.7% said no more were needed or they didn't know. Of those stating a number (base=24), 95.8% said less than 5 pitches and 4.2% said more 20 pitches.

Help and support needs

- 1.72 Respondents were asked if they had any broader help and support needs. A small number of respondents stated age-related problems, but no-one required specific assistance.

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

Introduction

- 1.73 This section reviews the overall pitch and plot requirements of Gypsies and Travellers and Travelling Showpeople across Sevenoaks District. It takes into account current supply and need, as well as future need, based on modelling of data. This chapter also considers transit pitch requirements for Gypsies and Travellers. Finally, the chapter presents planning policy recommendations.
- 1.74 The calculation of pitch requirements is based on modelling as advocated in Gypsy and Traveller Accommodation Assessment Guidance (DCLG, 2007). Although now formally withdrawn, the former DCLG Guidance still provides the best-practice approach towards the assessment of pitch and plot needs (see Chapter 2 for further discussion).
- 1.75 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.
- 1.76 The GTAA has modelled current and future need and current and future supply separately for Gypsies and Travellers and Travelling Showpeople. For both groups, the modelling shows an overall ‘cultural’ need and within this, the PPTS need which refers to those households who met the PPTS planning definition.

Gypsy and Traveller pitch requirement model overview

- 1.77 Pitch need is assessed for two time periods. A short-term 5-year model looks at need over the next five years (2022/23 to 2026/27). A longer-term model looks at need over the remainder of the plan period (to 2039/40) arising from children likely to need a pitch.
- 1.78 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 April 2022;
 - existing households planning to move in the next five years (currently on sites and 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.
- 1.79 In terms of **supply**, the model considers:
- total supply of current pitches on authorised sites; and

- vacant pitches on authorised sites.
- 1.80 The model then reconciles total need and existing authorised supply over the next five years by summarising:
- total need for pitches; and
 - total supply of authorised pitches.
- 1.81 The longer-term model then considers the cultural need over the period to 2039/40. This is based on the age profile of children under 13 living in Gypsy and Traveller households on pitches (the longer-term model).
- 1.82 For each model, the likely pitch need from households meeting the PPTS definition is also calculated.

Sevenoaks District Gypsy and Traveller pitch need analysis: Description of factors in the 5-year need model

- 1.83 Table 6.1 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

Current households living on pitches (1a to 1d)

- 1.84 These figures are derived from council data and site observation data. In summary there are a total of 108 households living on pitches, of which 102 households were living on authorised pitches, 1 on a temporary authorised pitch and 5 households on unauthorised pitches.
- 1.85 No households were identified as being concealed/doubled up on pitches.

Current households in bricks and mortar accommodation (2)

- 1.86 The 2011 Census suggested there were 80 households living in bricks and mortar accommodation.

Weighting of data

- 1.87 Survey data have been weighted to take account of non-response households. The weighting is 108 (total households) divided by 70 (total responses) = 1.543.

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

- 1.88 This was derived from information from the 2022 household survey for respondents currently on pitches.
- 1.89 Of existing households currently on sites, the household survey indicates that 6.1 (weighted) plan to move and in the next 5 years. This is the sum of rows 3a to 3d.

- 1.90 For households currently in bricks and mortar, based on national arc4 studies it is estimated that 5.3% of households living in bricks and mortar would prefer to live on a site which would equate to 4.2 households.
- 1.91 Regarding in-migration, analysis of household survey data indicates that 12.3 households (weighted) have moved into the district and onto a pitch in the past 5 years and shown at row 3g. The needs model assumes the same level of in-migration over the next 5 years.
- 1.92 The factors presented in section 3 of the model result in an overall net requirement of +11.9 pitches (weighted) from existing households planning to move in the next 5 years which includes an allowance for in-migration.

Emerging households (4)

- 1.93 This is the number of households expected to emerge in the next 5 years based on 2022 household survey information. The total number is +29.3 (weighted). If young people aged 18 and over 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. However, the model does include an allowance for those aged under 18 who have the potential to form new households. The calculation is therefore 8 new households from those stating they want to form a household plus 5 new households likely to form = 13 which is then weighted by 1.543 to a total of 29.3 households.

Total need for pitches (5)

- 1.94 This is a total of current households on authorised pitches, households on pitches planning to move in the next five years and demand from emerging households currently living on pitches. This indicates a total need for 149 pitches (108 existing households on pitches plus a net need for 11.7 (weighted) pitches from existing households planning to move including in-migration and a need for 29.3 (weighted) pitches from emerging households).

Supply

Current supply of authorised pitches (6)

- 1.95 This is a summary of the total number of occupied authorised pitches and the number of vacant authorised pitches. This analysis has been carefully carried out and vacant pitches at April 2022 confirmed with council and private site owners. There is a total supply of 102 occupied authorised pitches (41 council and 61 private) plus a supply of 32 vacant pitches (18 vacant pitches on council sites and 14 on private sites). There are also 5 vacant pitches on unauthorised sites that are not included in supply.

Table 6.1 Summary of demand and supply factors: Gypsies and Travellers - 2022/23 to 2026/27 (Cultural Need)

Stage 1 - Households living on pitches	Sevenoaks District Total
1a. On council sites	41
1b. On private site - Authorised	61
1b. On private site - Temporary Authorised	1
1c. On unauthorised site	5
1d. Total (1a to 1c)	108
Stage 2 - Estimate of households living in bricks and mortar accommodation	Sevenoaks District Total
2011 Census	80
Weighting for non-response	1.543
Stage 3 - Existing households planning to move in next 5 years or on unauthorised site	Sevenoaks District Total
3a. Currently on Site: To another pitch/same site (no net impact)	0.0
3b. Currently on Site: To another site in district (no net impact)	1.5
3c. Currently on Site: From site to bricks and mortar (-)	1.5
3d. Currently on Site: To site/bricks and mortar outside district	3.1
3e. Currently in Bricks and Mortar: Planning to move to a site in LA (+)	4.2
3f. Currently in Bricks and Mortar: Planning to move to another B&M property (no net impact)	0.0
3g. In-migrant households: Allowance for in-migration (+)	12.3
3i. TOTAL Net impact (-3c-3d+3e+3g)	11.9
Stage 4 - Emerging households (5 years)	Sevenoaks District Total
4a. Currently on site and planning to live on current site	17.0
4b. Current on site and planning to live on another site in the district	12.3
4c. Currently on site and planning to live outside the district	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)	1.5
4g. TOTAL (4a+4b+4d)	29.3
Stage 5 - Total Need	Sevenoaks District Total
1d+3i+4g	149.2
Stage 6 - Current supply of authorised pitches	Sevenoaks District Total
6a Current supply of occupied permanently authorised pitches	112
6b. Current authorised pitches which are vacant (18 council and 14 private)	32
6c. Total current authorised supply (6a+6b)	144
Stage 7 - Total need for pitches	Sevenoaks District Total

5 years (from 5)	149
Stage 8 - Total supply of authorised pitches	Sevenoaks District Total
5 years (from 6c)	144
Reconciling need and supply	Sevenoaks District Total
5 YEAR AUTHORISED PITCH SHORTFALL 2022/23 TO 2026/27	5

Reconciling supply and demand

- 1.96 There is a total need over the next five years (2022/23 to 2026/27) for 149 pitches in Sevenoaks District (Table 6.1) compared with a supply of 144 authorised pitches. The result is an overall cultural need shortfall of 5 pitches.

Longer-term pitch requirement modelling

- 1.97 Longer-term pitch need modelling has been carried out using known household structure information from the household survey of households living on pitches. Based on 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.
- 1.98 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 2027/28 to 2039/40. 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 Sevenoaks District. This approach has been tested at inquiry and the assumption has been corroborated by several Travelling interviewees. Analysis would suggest a total cultural need for 38 additional pitches over the period 2026/27-2039/40 (Table 6.2).

Table 6.2 Future pitch requirements based on the assumption that 50% of children will require a pitch in Sevenoaks District

Time period	No. children	No. pitches (rounded)
2026/27 to 2030/31 (5 years)	26	13
2031/32 to 2035/36 (5 years)	25	12
2036/37 to 2039/40 (4 years)	26	13
Total (2026/27 to 2039/40) (14 years)	77	38

Planning Policy for Traveller Site definition

- 1.99 Analysis of household survey data has been carried out to assess the extent to which households meet the nomadic habit of life test of the PPTS. Analysis establishes that:
- For all household interviews (base=66), 23 are exempt from the PPTS nomadic habit of life test because they are unable to travel for either health reasons or because children are in education. A further 11 do not have a nomadic habit of life and 32 do have a nomadic habit of live. Excluding exemptions, 74.4% of households meet the PPTS nomadic habit of life definition.
 - All existing households planning to move meet the PPTS nomadic habit of life definition. It is also assumed that movers from bricks and mortar accommodation meet the definition.
 - 86.7% of newly-forming households meet the PPTS nomadic habit of life test.
- 1.100 The pitch need modelling therefore assumes that all existing households planning to move and 86.7% of newly-forming households meet the PPTS nomadic habit of life test.

Overall plan period pitch need

- 1.101 Table 6.3 summarises the overall need for pitches across Sevenoaks District over the plan period 2022/23 to 2039/40. 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 represents households who meet the PPTS nomadic habit of life definition. Need has been assessed over a short-term 2022/23 to 2026/27 and longer-term 2027/28 to 2039/40 period. The overall need is 43 pitches of which 34 is PPTS need and 9 in non-PPTS need. The main drivers of need in the first five years are net in-migration and new household formation.

Table 6.3 Plan period Gypsy and Traveller pitch need 2022/23 to 2039/40

Short-term need	Cultural need	Of which: PPTS need
5yr Authorised Pitch Shortfall (2022/23 to 2026/27) (A)	5.2	1.3
Longer-term need	Cultural need	Of which PPTS need
Over period 2026/7 to 2030/31 (B)	13	11.3
Over period 2031/32 to 2035/36(C)	12	10.4
Over period 2036/37 to 2039/40(D)	13	11.3
Longer-term need TOTAL to 2037/38 (14 years) E=(B+C+D)	38	33
NET SHORTFALL 2022/23 to 2039/40 (A+E) (19 years)	43	34
Annual net shortfall	2.4	1.9

Potential capacity for Gypsy and Traveller pitches on existing sites

Turnover on sites

- 1.102 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. None of the households interviewed on council sites had moved to their pitch in the past 5 years so no turnover is assumed in modelling.

Potential for additional pitches on existing sites

- 1.103 Discussions with the council and private site owners indicated there were up to 50 pitches potentially available through the expansion or intensification existing sites.

Vacant pitches on private sites

- 1.104 There are an estimated 14 pitches on private site which are currently vacant. Following a careful review of these pitches and discussions with council officers, these pitches have been included in the potential supply identified through this study. However, as they are in private ownership, they are expected to be a potential source of supply for specific family members including newly forming households.

Impact of turnover and new pitch provision on pitch need

- 1.105 Government policy through the NPPF encourages authorities to meet the needs of all Gypsies and Travellers including those who no longer travel and through the PPTS for those who have a nomadic habit of life. Overall, the council needs to plan for 43 pitches over the period 2022/23 to 2039/40. There is a need for 5 additional pitches in the first five years of the Local Plan and 38 in the period 2026/27 to 2039/40.
- 1.106 Of the 43-pitch need, 34 pitches are for households who have a nomadic habit of life and 9 are pitches for households who no longer travel.
- 1.107 There is a potential for 82 additional pitches (50 from pitches on existing sites plus 18 vacant council and 14 vacant private pitches) which would be sufficient to address identified pitch need over the plan period. These pitches have the potential to be brought forward to meet need in the first five years 2022/23 to 2026/27.
- 1.108 It is implicit in this study that the needs arising from the private family sites will be met either using vacant pitches on those sites or through new site provision. There may also be turnover on private sites to help address need

but the convention which has been adopted in GTAA's is to only consider turnover on council sites.

Tenure preferences

1.109 Existing households planning to move and new households expecting to form were asked about tenure preferences. Around 30% stated a preference for a social rented pitch and 70% a private pitch.

Transit requirements

1.110 There are a number of ways to deliver temporary places where Travellers can stop whilst passing through a local authority area. These include transit sites, stop over areas and negotiated stopping.

1.111 An indicator of transit need is unauthorised encampment activity. Over the four year period 2016 to 2020, there were 55 reported incidences of unauthorised encampment activity (Table 6.5). Over this period:

- The number of caravans on unauthorised encampments has ranged between 1 and 30.
- The median number of caravans on an encampment has been 3.

Table 6.4 Unauthorised encampment activity in Sevenoaks District

Year (start/end)	Number of encampments recorded
2017	16
2018	15
2019	14
2020	10
TOTAL	55

Average of data	Number of caravans recorded
Average	7
Median	3
Range	1 to 30

1.112 Households interviewed were asked their views on transit provision (base=65) and the limited need for transit provision was reflected in their responses:

- 29.3% said there was a need for transit provision and 70.7% said there was no need.
- Of those who say there was a need (base = 19), all said between 1 and 3 pitches were needed. 68.4% suggested transit provision should be managed by the council, 26.3% by the Traveller community and 5.3% jointly managed.
- 10 respondents mentioned there can be problems with transit sites but did not give specific reasons.

- 1.113 When considering transit need, the council needs to be mindful of proposed new legislation through the Police, Crime, Courts and Sentencing Act (Part 4). This will make using land for stopping without permission a criminal offence rather than a civil offence. The Act gives police increased powers to act and introduces significant penalties (fines up to £2,500, impounding vehicles and prison sentences).
- 1.114 Although only a minority of household survey respondents said there was a need for transit provision, the council have recorded a number of unauthorised encampments, although the numbers have reduced in recent years (which is due in part to COVID lockdown restrictions). New legislation means the council needs to consider appropriate responses. Most unauthorised encampments involve a small number of caravans (55% involved 3 or fewer caravans) but can include up to 30 caravans and vehicles.
- 1.115 It is recommended that the council introduce negotiated stopping arrangements to support any future transit need. Negotiated stopping involves councils making an agreement with Gypsies and Travellers on unauthorised encampments. The terms of the agreement can vary but usually include the provision of portaloos, waste disposal, water; the length of the agreement can vary but tends to be around 28 days; and users agree to comply with rules for behaviour and use of the site. Developing a negotiated stopping policy is a recommended policy response for the council.

Showperson plot requirements

- 1.116 No Travelling Showpersons needs have been identified.

Conclusion and response

1.117 This concluding chapter provides a brief summary of key findings and recommendations.

Current accommodation

1.118 There are well-established Gypsy and Traveller communities living in Sevenoaks District. Culturally appropriate provision includes three council sites (59 pitches), 20 private authorised sites (89 pitches) and six unauthorised site (8 pitches). There are no Travelling Showperson yards in the district.

Future residential need

- 1.119 Government policy through the NPPF encourages authorities to meet the needs of all Gypsies and Travellers including those who no longer travel and through the PPTS for those who have a nomadic habit of life.
- 1.120 The overall needs evidenced in this report indicate a total shortfall of 43 pitches (of which 34 is PPTS need and 9 is non-PPTS need) over the period 2022/23 to 2039/40). This takes into account vacancies on council and private sites.
- 1.121 Discussions with site owners have identified potential for 50 additional pitches. Delivery of these sites within 5 years would largely address the needs evidenced in this GTAA however, it should be noted these sites will need to be assessed and may not all be suitable for new pitches. In addition, there are 18 vacant pitches on council sites and 14 vacant pitches on private sites. These are expected to be available for occupancy, but only likely to be available to friends or family members.
- 1.122 It is recommended that the council engage with private site owners to consider new site applications to bring forward additional pitches. Once the overall scale of potential delivery is identified, the council will need to consider if there remains a shortfall of sites. It is anticipated that the potential new sites will address all cultural and PPTS need over the period to 2039/40.
- 1.123 Notwithstanding evidence in this GTAA on need, additional need may arise over the plan period, for instance from households moving into the district. It is therefore recommended that the Local Plan references the need in the GTAA as a minimum need and sets out policies to inform future planning applications for private sites. The following suggestions, based on a range of policies from other local authorities could be taken into account when drafting the council's policies on new residential pitch provision:
- The site is in a sustainable location in terms of accessibility to services and facilities, including health and schools.
 - The site is suitable in terms of vehicular access to the highway, parking, turning, road safety and servicing arrangements and has access to

essential services such as water supply, sewerage, drainage and waste disposal

- Appropriate screening and landscaping is included within the proposal to protect local amenity and the environment.
- The site is not affected by environmental hazards that may affect the residents' health or welfare or be located in an area of high risk of flooding, including functional floodplains.
- They promote peaceful and integrated co-existence between the site and the local community.
- They enable mixed business and residential accommodation (providing for the live-work lifestyle of Travellers).
- They avoid undue pressure on local infrastructure and services.
- The proposal is well related to the size and location of the site and respects the scale of the nearest settled community.
- Proposals make adequate provision for on-site facilities that meet best practice for modern Traveller site requirements, including play areas, storage, provision for recycling and waste management.

Transit site/stop over need

- 1.124 The council should consider the options for transit provision, particularly with the likely passing of the Crime and Sentencing Act. It is recommended the council develop a negotiated stopping policy to support Travellers passing through the district.

Future updating

- 1.125 The GTAA should be updated on a 5-yearly basis to ensure that the level of pitch and plot provision remains appropriate for the Gypsy, Traveller and Travelling Showpeople population across Sevenoaks District.

Appendix A: Gypsy and Traveller Fieldwork Questionnaire

	Date and Time			
	Site Reference			
	Address			
	General Data Protection Regulation (2018) and Data Protection	GDPR came into effect from 25th May 2018. This provides rights of people to control personal data held about them by organisations		
		This study is being done for Sevenoaks District Council to identify if there is a need for more residential pitches and transit provision in the area. A report will be prepared based on the findings of these surveys. The information you provide will not be used for any other purpose.		
		The information you provide will not be used to identify you personally, will be kept strictly confidential		
		Can you please say if you are happy to carry on with the questionnaire on this basis?	Yes	No
1	Pitch/Property Type (and tenure if B&M)			
2	No. Statics/mobiles/chalets or bricks and mortar			
3	No. tourers/caravans			
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? If so, who			
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		
14	Thinking back to when you were 15, were you living on a site, on the roadside or living in bricks and mortar housing?	S, R, B&M		
15	Where were you living? Record district/settlement name			

Travelling questions					
In 2015, the Government changed its definition of Gypsies and Travellers for planning purposes. To be recognised as a Gypsy Traveller you or someone in your household has to travel (nomadic habit of life). I'm now going to ask a few questions about whether you or someone in your household travels					
16	In the last year have you or someone in your household travelled?	Y / N			
17	Previous to the last year, did you or someone in your household travel?	Y / N			
18	Reason(s) for travelling				
19	Please describe when and where do you travel? (if relevant)				
20	Do you or a member of your household plan to travel next year?	Y / N			
21	Do you think you or a member of your household will travel in the next two to five years?	Y / N			
22	What reasons do you or your household have for not travelling now or in the future?				
Where you plan to live in the future					
23	Are you planning to move to another place to live in the next 5 years?	Y / N			
24	Why are you planning to move ?				
25	Where are you planning to move to? (Same Site, Private Site in District, Council Site in District, Outside District (if so where), Bricks and Mortar housing)				
26	What type of dwelling ? (caravan, trailer, chalet, house, flat, bungalow)				
26a	If pitch, single (one static) or double pitch (for two statics)				
If in B&M housing					
27	If you live in bricks and mortar housing, are you happy to live here or would you prefer to live on a pitch?	Happy Here / Prefer pitch			
28	If you would prefer to live on a pitch is this because you have a 'cultural aversion' to living in bricks and mortar (this means it affects your mental health and makes you unhappy/	Y / N			
Emerging households					
29	Emerging households: Are there any people in your household who want to move to their own pitch in the next 5 yrs?	Y / N			
		III1	III2	III3	III4
30	Where are you planning to move to? (Same Site, Private Site in District, Council Site in District, Outside District (if so where), Bricks and Mortar housing)				
31	What type of dwelling ? (caravan, trailer, chalet, house, flat, bungalow)				
31a	If pitch, single (one static) or double pitch (for two statics)				
32	Have they travelled / plan to travel ?	Y/N	Y/N	Y/N	Y/N
33	If living in bricks and mortar do you have a 'cultural aversion' to living in bricks and mortar? (this means it affects your mental health and makes you unhappy/ depressed)	Y/N	Y/N	Y/N	Y/N
Additional residential pitches					
34	Scope to expand site (extend the boundary of the site)	Y / N			
35	No. additional pitches				
36	Scope to intensify pitches (put more pitches on the existing site)	Y / N			
37	No. additional pitches				
38	Are there any vacant pitches on the site which could be used by another family? If so how many pitches				
39	In general, is there a need for more authorised pitches (for people to live on all the time?) in this district?	Y / N			
40	If so, now many are needed?				
41	Who should own them (Council, people from the Traveller Community, non-Travellers)				
42	Do you own any land or know of anywhere within the district which could be considered for development as a site?				

Transit and temporary stopover need			
43	Is there a need to provide places where people can stop whilst travelling through the district? This can include transit pitches or stopover places	Y / N	
44	Is there a need for transit pitches (for people stopping over temporarily) in the district? A transit pitch is intended for short-term use and usually includes space for two caravans, parking space and access to electricity, a toilet, washing facilities	Y / N	
45	If so, how many are needed?		
46	Who should manage them ? (Council, Traveller Community)		
47	Where should they be located?		
48	Is there a need for stopover places? A stopover place is land which can be used on a temporary basis and usually include access to portaloos, waste disposal and water	Y / N	
49	If so, how many are needed?		
50	Who should manage them ? (Council, Traveller Community)		
51	Where should they be located?		
Residential history			
52	How many years have you lived here?		
Routing	If more than five years	Go to Q58	
	If five years or less	Go to Q53	
53	Where did you move from? (District)		
54	Were you living on a Private Site, Council Site, Roadside or Bricks and Mortar housing?		
55	When you moved here, was the pitch vacant, a brand new pitch or had the pitch been created by dividing up an existing pitch?		
56	What were the reasons for moving here?		
57	Did you already have a connection with the area ? (e.g. family or friends living here; or you used to live here?)		
Support needs			
58	Do you or a member of your household have any health-related needs? Could you please explain what they are?		
Final questions			
59	Is there anything else you'd like to tell us about your housing or support needs?		
60	Do you know anyone in bricks and mortar housing looking to live on a pitch? If so, can you provide contact details		

Appendix B: 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 and responsible for the remit on Gypsies and Travellers during the period the PPTS was written. Since then, it has been renamed in 2018 as MHCLG (Ministry for Housing, Communities and Local Government) and in 2021 it was renamed again as DLUHC (Department for Levelling Up, Housing and Communities).

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/plot. 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/stopover sites: 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.