Introduction
Ashford Borough Council are committed to meeting the identified needs of the Gypsy and Traveller community within the borough. In order to meet this need, the Council is in the process of developing a Development Plan Document for Gypsies and Travellers. This document seeks the views of the Gypsy and Traveller communities, residents and stakeholders, on the issues and options for Gypsy and Traveller site selection in Ashford.

The issues and options outlined within this document are not a statement of intention by Ashford, instead they are designed to highlight the key themes and suggested options upon which we need your views. Consultation on the issues and options report and consideration of the responses to consultation will assist the Council to analyse the merits and drawbacks of all the practical options available for providing sites for Gypsies, Travellers and travelling showpeople. As part of this issues and options consultation, we are seeking to identify suitable sites to consider for inclusion as Gypsy, Traveller and travelling showpeople sites within the DPD. Suggestions for the inclusion of specific sites are an important aspect of consultation on this particular Issues and Options report.

The format of the report is to provide some background information and then pose a series of questions to help guide responses, and there is the opportunity to raise further issues and options as part of this consultation.

How to make comments and submit a site for consideration?
A digital copy of this document, the response forms and site submission forms are available at [www.ashford.gov.uk](http://www.ashford.gov.uk) Hard copies are available at the following locations:

- Ashford Borough Council, Civic Centre, Tannery Lane, Ashford, Kent, TN23 1PL
- Ashford Gateway, Church Road, Ashford, Kent, TN23 1AS
- Charing Library, Market Place, Charing, Ashford, TN27 0LR
- Tenterden Gateway, 2 Manor Row, Tenterden, TN30 6HP
- Wye Library, 6 Upper Bridge Street, Wye, Ashford, TN25 5AF

Hard copy representations and site submissions can be sent by post to:

Planning Policy
Ashford Borough Council
Civic Centre
Tannery Lane
Ashford
TN23 1PL
Policy background
The Planning and Compulsory Purchase Act 2004 introduced the requirement for local authorities to replace their Local Plans with Local Development Frameworks. Currently, the Development Plan for Ashford is made up of the Core Strategy, and a number of Development Plan Documents (DPDs). The Core Strategy is the principal Development Plan Document and was adopted in July 2008. This sets the overarching strategic guidance and principles for development and frames the more detailed policies that are delivered through lower level documents.

The Borough Council has prepared a new local Plan that will cover the period to 2030. This plan was submitted for public examination in December 2017.

The term ‘Gypsies, Travellers and travelling showpeople’ is a broad term that refers to a diverse range of groups with different ethnicities, histories and cultures. Appendix 1 of this document provides some details of cultural definitions as used in this document.

The Equality Act of 2010 provides protection from discrimination based upon, amongst other things, race. The courts have established that because of their ethnic group, Romany Gypsies and Irish Travellers are protected against race discrimination under the Equality Act.

Why a DPD is needed?
Gypsy and traveller sites can be contentious. The travelling community often believes that inadequate provision is being made for their basic housing needs and the settled community often considers that the travelling community has an unfair advantage. Making adequate site provision will benefit the travelling community and will also enable the Council to take appropriate action against unauthorised developments where necessary.

Planning Policy for Traveller Sites (PPTS) requires that local planning authorities identify and update annually a five year supply of deliverable sites for travellers, and to identify a supply of specific, deliverable sites, or broad locations for years 6-10 and where possible years 11-15.

The DPD will identify a number of sites for potential residential occupation by Gypsies, Travellers and travelling showpeople based upon the numbers identified through an accommodation assessment. A DPD is not to be read in isolation from the Local Plan or other planning documents, and the selected sites will need to be those which are the least in conflict with national and local planning policies and those which are the most acceptable to both the travelling and settled populations. The benefits and disadvantages of the sites which come forward will need to be carefully examined so that sustainability considerations are given particular weight.

The Issues and Options Report has the following aims:

1. To identify the main issues as they relate to locating sites for Gypsies, Travellers and travelling showpeople.
2. To seek and obtain suggestions of specific sites which could be considered for allocation in the Submission Document.
3. To set out a framework for the selection of sites and seek views on the issues and options that have been identified as being important to this process.
4. To invite comments on the types of site to be provided, ownership and management of the sites, where those sites should be located and any other relevant issues which may arise.

The main stages in the preparation of the DPD are as follows:

1. Formulating the Evidence base
   a. Gypsy and Traveller Accommodation Assessment
   b. Issues and Options report - setting out the broad issues and options and seeking views on these through a wide consultation exercise. Responses are then considered and may lead to changes in the matters to be included in the next stage. This Issues and Options report does not suggest specific locations but seeks details of sites to be considered.

2. Publication of the Draft Development Plan Document

3. Consultation on the Draft Development Plan Document

4. Examination in public - this is a hearing conducted by a Planning Inspector. The Council and objectors to the plan are invited to present evidence at the hearing.

5. Adoption - If the plan is found to be sound as a result of the Examination in Public, it is adopted by the Council and becomes an important tool in the decision making process.

Community Involvement
Community involvement will follow the pattern set out in the Council’s Statement of Community Involvement (SCI) 2013. The Council’s SCI ensures that all sections of the community, including local voluntary and community groups and organisations, key stakeholders, Parish Councils, service providers, landowners, individuals and developers, are actively involved throughout the process of preparing Development Plan Documents. In the case of this DPD, it will be particularly important to involve
Gypsies, Travellers and travelling showpeople, those groups which represent them, and members of the settled community likely to be affected by the site allocations.

Comments made on the Issues and Options Report will inform the drafting of the document to be submitted to the Secretary of State for approval (the Draft Submission Document). A further full consultation will be carried out on this Draft Submission Document and acceptable changes to the plan will be made in response to the representations received if necessary.

**Sustainability Appraisal (SA)**
A Sustainability Appraisal or ‘SA’, is an essential part of the preparation of a DPD and the process of preparing the Sustainability Appraisal runs alongside the preparation of the DPD.

**What happens next?**

Once a period of consultation on this Issues and Options document has been undertaken, the responses received will be taken into account in the next stage of plan preparation. The next stage is the production of the Draft Submission version of the DPD. As a result of public consultation carried out on the Draft Submission Document, minor changes may be agreed and these are notified to the Secretary of State when the DPD is submitted for approval. If as a result of the representations received, it becomes apparent that significant changes are needed, the Council will make appropriate amendments. A period of consultation on the amendments would then be necessary prior to the document being submitted to the Secretary of State for approval.

The DPD will be submitted to the Secretary of State together the Sustainability Appraisal and a summary of the main issues raised in response to the consultation process. The Council will need to explain how issues raised by objectors have been addressed. Matters raised by the DPD and particularly those to which objections have been made, are then discussed at an Examination in Public, which is a hearing chaired by a Planning Inspector acting on behalf of the Secretary of State.
Gypsies and Travellers in Kent

Gypsies, Travellers and travelling showpeople have lived in the UK for around five hundred years and estimates put the Gypsy and Traveller population at around 62,000.¹ With its concentration of fruit and vegetable farms Kent has historically had a high population of Gypsies and Travellers because these farms needed a large mobile workforce.² This provided an ideal way for Gypsies and Travellers to make a living. The annual round of farm work began in late spring with hop training and throughout the summer and autumn Gypsies moved from farm to farm as each crop needed harvesting. In the days of horse drawn caravans the extended family would travel and work together following a seasonal pattern of work on the county's farms. In winter they would pull on to one of the traditional stopping places on the edges of towns.

Despite this embeddedness within British histories, Gypsies, Travellers and travelling showpeople have, and continue to be misunderstood, maligned or romanticised and government policy has increasingly led to their marginalisation. Whilst legislation against Gypsy and Traveller culture dates back to the passing of the Egyptians Act of 1530³, the latter half of the twentieth century saw the passing of a series of laws that served to increasingly criminalise the nomadic way of life. In the years after the Second World War much of the traditional farm work gradually disappeared due to increasing mechanisation and the use of chemicals in farming.

By the mid 1960s all hops were picked by machines and herbicides had dispensed with the need for hand weeding. Gradually the fruit farms that still needed extra labour at harvest time were beginning to employ students from abroad rather than travellers and other local people. During this period Gypsies and Travellers continued to resort to their traditional over wintering sites on the edges of major urban settlements where some casual employment could be gained. As the farm work dried up, so did the impetus to keep travelling, and some of the winter stopovers gradually became permanent sites and other families moved into houses. This period coincided with The Caravan Sites and Control of Development Act 1960, which gave the power to council's to close commons to Gypsies and Travellers, thus removing their traditional stopping places. These powers were subsequently made obligatory in the Caravan Sites Act of 1968, meaning that local authorities had a statutory duty to enforce the Act and remove caravans from sites.⁴ Although there has been a shift away from the

---

²Equality and Human Rights Commission Scotland, (2013), Gypsy Travellers In Scotland; A resource for the media.
traditional nomadism, Gypsies and Travellers remain proud of their cultural inheritance and still seek to express it in the way they live.

**Current provision and the Gypsy and Traveller Community in Ashford**

In accordance with guidance from the Department of Communities and Local Government, Ashford Borough Council undertakes a bi-annual count of caravans across the borough. Whilst caravans do not necessarily relate to the number of pitches, the data does provide a basic monitor of pressures on existing sites.

In July 2017 the Planning Department carried out a count which revealed that there were a total of 228 caravans on 60 sites. This equated to 145 pitches in total. 12 caravans are stationed on the basis of temporary permissions.

The caravan count methodology set out by the Department of Communities and Local Government (DCLG) requires that Local Authorities carry out a census of the number of caravans sited in the borough within a defined time period. Because of this census style approach, it will not produce a wholly accurate picture of the exact number of families who are resident in the borough, nor of the number of pitches. It can mean for example, that temporary visitors will be included in the caravan count even if they are present on a site only on the day of the count. Similarly, if gypsies and travellers are visiting or travelling for work, then this would result in a reduction in numbers. The count carried out by Ashford Borough Council records the numbers of static and tourers on each site.

For planning policy purposes, the term pitches are used as a planning unit. Whilst it is assumed that a pitch will include a static caravan, tourer and amenity block, this format does not apply to all pitches. For example a family may have two tourers instead of a tourer or static, or no static at all. The difference between the caravan count methodology and the units of measure used for planning purposes makes direct conversion of caravan numbers into pitches difficult. It is for this reason that we are reviewing our monitoring methodology to establish a more rigorous system for monitoring.

The Issues and Options consultation includes in it a question on monitoring. The purpose of this is to establish a more thorough methodology for counting Gypsy, Traveller and traveller sites that goes beyond the requirements of the DCLG. ARC4, who are carrying out a Gypsy and Traveller Accommodation Assessment, will be visiting all sites within the borough to conduct questionnaires. We have asked that as part of this they assess the number of pitches in use on each site which will act as a starting point for future monitoring.

Ashford Borough Council owns and manages a 16 pitch site at Chilmington.

**The need for additional Gypsy and Traveller sites**

Since the last GTAA was produced, 31 pitches have received full planning permission in the Borough, which has left a remaining target of 23 pitches by 2030.
The Local Plan policy approach to Gypsy and Traveller accommodation is based on a comprehensive evidence base that includes a Gypsy and Traveller Accommodation Assessment (GTAA) that was completed in 2013. This indicated a requirement for 57 pitches for the 15 year period 2013 - 2028. Permanent permissions granted since the GTAA was carried out can be taken into account and deducted from the number of new pitches to be allocated. Following the publication of Planning Policy for Traveller Sites in 2015 which altered the definition of Gypsies and Travellers, the Council reassessed the base data to establish a revised requirement. A new GTAA is currently being carried out and it is expected that the requirement for pitches will change.

**Ashford Local Plan 2030**

The Ashford Local Plan to 2030 adopts a dual approach to Gypsy and Traveller site supply to meet the demand identified in the GTAA. It allocates seven new pitches through Policies S43 at Biddenden and S44 at Westwell. Because of the shortfall, the Gypsy, Traveller and travelling Showpeople DPD will have the function of allocating sites as well as setting out site selection criteria and monitoring. It will include general policies to be applied to all of the allocated sites in addition to any windfall sites that are not allocated. These policies are necessary to guide development management decisions through the planning process. The DPD may also include policies which relate to particular allocated sites.

In addition to these allocations, the Local Plan to 2030, through Policy HOU16, allows for suitable sites to come forward to further contribute to the supply. This ‘windfall’ approach has successfully delivered 31 sites across the borough since the 2013 GTAA was published.
In addition to this, the Council is keen to ensure that existing sites are protected from non-Gypsy, Traveller and travelling showpeople development. In this regard, Policy HOU17 seeks to safeguard existing Traveller sites.

Policy HOU16 - Traveller Accommodation

Planning permission for new sites to accommodate Gypsy and traveller accommodation or accommodation for travelling showpeople will only be permitted outside of allocated sites if the following criteria are met:

a) The Council is satisfied that there is a clearly established need for the site and the proposals cannot be accommodated on an existing available site or allocated site;
b) The site would not accommodate more than 5 pitches or make an existing site exceed 5 pitches in size;
c) The site would provide a good living environment free from the risk of flooding and risks to health through contamination, noise or pollution;
d) Occupation is limited to those meeting the definition of Gypsies and Travellers or Travelling Showpeople in the relevant national planning policy;
e) Local services and facilities - shops, public transport, schools, medical and social services, can be readily accessed from the site;
f) The site is capable of being provided with on-site services such as water supply, sewage disposal and power supply;
g) The form and extent of the accommodation does not adversely affect the visual or other essential qualities of the AONB and its setting, SSSI, Ancient woodland, international, national or local nature reserve or wildlife site, or the key characteristics of a Landscape Character Area;
h) Access to the site which does not endanger highway safety for vehicles and pedestrians can be provided;
i) Proposals incorporate a landscape strategy, which will be required by use of planning conditions, where mitigation of the impact on the landscape is necessary to protect the quality of the surrounding landscape.

In addition to this, the Council is keen to ensure that existing sites are protected from non-Gypsy, Traveller and travelling showpeople development. In this regard, Policy HOU17 seeks to safeguard existing Traveller sites.

Policy HOU17 - Safeguarding existing Traveller sites

Existing permanent authorised gypsy and traveller sites and sites for travelling showpeople shall be retained for the accommodation of gypsies and travellers and for travelling showpeople as defined in the relevant National Planning Policy Document.

Any new gypsy and traveller sites granted permanent planning permission shall also be safeguarded under the provisions of this policy.

This policy may not apply if:-

a) There is a surplus of available accommodation over and above the required five year supply of sites, or,
b) The site will be replaced by a site of similar proportions in an appropriate location which complies with the criteria listed in policy HOU16, or,
c) A site has been granted a personal permission restricting residency to a named occupier or family.

Generating a criteria for site suitability

The need for more permanent gypsy and traveller pitches has been identified in the 2013 GTAA and this need has not been met by the site allocations within the Local Plan to 2030.
In the past it has been difficult to refuse permission for sites that do not comply with planning policies because there has been a lack of alternative sites. Refusal to grant permission on such sites has sometimes been overturned at appeal or temporary permission has been granted in some instances. Once the sites have been allocated and made available, the Council will be in a stronger position to refuse planning permission for sites which are not in accordance with planning policies and where new residential development would not normally be permitted.
Issues and Options

Objectives
This section includes a number of questions which invite views and information that will be taken into consideration in the production of the next stage of the DPD.

The Council has identified seven objectives, which have a more local function and are to be addressed by the Council’s DPD on gypsies, travellers and travelling showpeople. These are:

1. To reduce the likelihood of unauthorised sites or encampments in the borough by allocating sites for gypsies and travellers and travelling showpeople.
2. To reduce the number of planning applications and appeals on unallocated sites.
3. To ensure that there are a sufficient number of allocated sites to accommodate the number of pitches identified as required in the GTAA.
4. To allocate sites which have acceptable social, environmental and economic impacts.
5. To find sites, which fulfil the requirements of 4) above and satisfy the needs of gypsies, travellers and travelling showpeople.
6. To set out policies for allocated and non allocated sites which will protect the environment and retain the allocated sites for use by Gypsies and Travellers and travelling showpeople in the future.
7. To tackle social exclusion.

Question: Do you agree with these objectives? Are there any other objectives which the DPD should seek to achieve?

Selecting Sites
Like all sites that are included in the Local Plan, the starting point for the assessment of sites for allocation in the DPD will be its availability. That is, the owner must be willing to either sell or develop the site for Gypsy, Traveller and travelling showpeople use and to establish a choice of available sites this Issues and Options Consultation makes provision for site submission. Once an available status has been established for a site, it will need to be tested against suitability and sustainability criteria.

Selecting the best locations for Gypsies, Travellers and travelling showpeople is key to supporting the communities and providing good community relations. One of the objectives of the DPD is to allocate sites which would have acceptable social, environmental and economic impacts. These impacts should apply equally to Gypsies, Travellers and travelling showpeople as they do to the settled community.

Sites need to have good access to services, which is unlikely to be the case in rural areas away from the towns or larger villages. In the interests of sustainable development, new housing development for the settled population is concentrated in the existing towns and larger villages or urban extensions. An exception is made for local needs affordable housing which may be located on land adjoining an existing
settlement where there is a demand for affordable housing for people with local connections.

In line with Government advice, the Council should consider the most sustainable locations first when deciding where to locate sites for Gypsies and Travellers or travelling showpeople. The location of new development for Gypsies, Travellers and travelling showpeople in areas which more closely resemble those considered suitable for new housing development, should help to stem the view that planning is unfair and biased in favour of Gypsies, Travellers and travelling showpeople. This view has been expressed consistently by local residents at recent planning appeals in the borough relating to sites in the rural area. Restrictive policies to protect the countryside from unnecessary development would be seen to apply more equitably to both the travelling and settled communities if the sustainability approach is applied to both new housing development and sites for Gypsies, Travellers and travelling showpeople.

Proximity to services
Identifying suitable and well located sites is key to establishing the sustainable development of Gypsy, Traveller and travelling showpeople sites in Ashford. Sites have historically been located within isolated locations and this has often been as a combined result of the national policy push for the delivery of pitches through private ownership and a desire for larger sites isolated from the settled community. However, whilst more remote sites may serve to deliver cheaper accommodation, they can lead to communities that are isolated from nearby services.

Planning Policy for Traveller Sites requires that Local Authorities enable suitable provision of sites with good access to employment and services. This is reflected in criterion (e) of policy HOU16 of the Draft Local Plan to 2030, which requires that new sites are located where they have access to local services and facilities such as shops, public transport, schools, medical and social services. For planning purposes ‘access’ can mean that sites are either located in or adjacent to settlements, or that they are located close to public transport links that provide reasonable services to a district centre.

The disadvantages of sites within or adjoining settlements are that the extent of sites is more likely to be constrained, and there could be a conflict of interests especially if site occupants seek to pursue commercial activities on site. If sites are to include provision for self employed Gypsies, Travellers and travelling showpeople, it may be necessary to achieve a degree of separation between such sites and existing residents. This is in order to reduce conflict over noise disturbance and any detrimental impact to the visual amenity of an area through inappropriately located and poorly screened storage areas. It should be noted that most of the existing authorised private sites in the borough do not include permission for commercial uses and are located in rural areas.

Landscape and visual impact
Land within the Borough of Ashford forms part of the High Weald AONB and the Kent Downs AONB. Planning Policy for Traveller Sites requires that local planning authorities have due regard to the local environment, and such areas are afforded special protection through broader national and local planning policy. Sites in areas
with special designations are unlikely to be considered until other options have been discounted. Development in areas such as AONBs, SSSIs, Conservation Areas and Ancient Woodlands will only be acceptable if the objectives of their designation would not be compromised by the development and there are no alternative sites in less sensitive areas. Where necessary, mitigation measures such as screening should be considered where this will result in there being no visual harm.

**Environmental considerations**

Sites must not adversely impact on the visual or other essential qualities of; the AONB and its setting; Sites of Special Scientific Interest; Ancient Woodlands; national or local nature reserves and wildlife sites or; the key characteristics of a Landscape Character Area. Policy HOU16 reiterates the contents of the National Planning Policy Framework and whilst not precluding development within protected landscapes, it does state that they should be afforded the ‘highest protection’. Sites should therefore not be located where they would cause adverse impacts to features of nature conservation interest, and such protected areas will be considered within the selection criteria.

**Flood risk**

Caravans, mobile homes and park homes intended for permanent residential use are classified as highly vulnerable to flood risk. Gypsy, Traveller and travelling showpeople sites should not be located within flood zone 3 and should only be located in flood zone 2 where they meet the Exception Test set out in paragraph 102 of the NPPF.

**Access and infrastructure**

Sites should be located so that they have safe and convenient vehicle access and where they are located within reasonable proximity to public transport links.

Gypsy and Traveller sites require access to utilities, including water, electricity and sewerage. More remote sites may find accessing these difficult as it requires extensive financial outlay in order for these to be brought to sites.

In some cases sites may include land for grazing of the animals which is important in the consideration of animal welfare matters.

**Site sustainability**

Every site suggested for allocation in the DPD will be assessed for its potential suitability in terms of its sustainability. The checklist below is a guide to indicate which sites have the greatest and the least potential to provide suitable sites for Gypsies, Travellers and travelling showpeople based upon sustainability factors. A crude measure of the sustainability of each site will be obtained by balancing 'plus and minus marks' followed by a more detailed analysis of each site. Some of the listed criteria may attract different weighting in terms of how they are used in the assessment of suitability of potential sites.
Possible site selection criteria:

<table>
<thead>
<tr>
<th>Areas to avoid if possible</th>
<th>Areas with potential</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sites of Special Scientific Interest</td>
<td>Within or adjoining an existing settlement</td>
</tr>
<tr>
<td>Flood risk zones 2&amp;3</td>
<td>Within an area already allocated for housing development or where policies allow new</td>
</tr>
<tr>
<td></td>
<td>residential development</td>
</tr>
<tr>
<td>Areas of Outstanding Natural Beauty</td>
<td>On or close enough to walk to a frequent service by public transport.</td>
</tr>
<tr>
<td>Ancient Woodland.</td>
<td>Previously developed land</td>
</tr>
<tr>
<td>Areas of particularly sensitive landscape,</td>
<td>Within easy walking distance (400m or close to) of social and community facilities.</td>
</tr>
<tr>
<td>wildlife or geological interest</td>
<td></td>
</tr>
<tr>
<td>Sites which are contaminated and where the</td>
<td>Safe areas for children to play</td>
</tr>
<tr>
<td>costs of remedial treatment would be prohibitive.</td>
<td></td>
</tr>
<tr>
<td>Sites where the cost of providing infrastructure</td>
<td>Good natural or other existing screening that would help the development to sit</td>
</tr>
<tr>
<td>such as water, sewerage and electricity are</td>
<td>comfortably in the landscape</td>
</tr>
<tr>
<td>likely to be unusually high.</td>
<td></td>
</tr>
<tr>
<td>Development would have a harmful effect on</td>
<td>Easy access to main roads avoiding the need to use narrow rural lanes.</td>
</tr>
<tr>
<td>one or more listed buildings and/or a</td>
<td></td>
</tr>
<tr>
<td>conservation area or scheduled monument.</td>
<td></td>
</tr>
<tr>
<td>Pollution, including noise, would have a</td>
<td>Good safe site access, including via adopted roads.</td>
</tr>
<tr>
<td>harmful effect upon health and wellbeing of the</td>
<td></td>
</tr>
<tr>
<td>occupants and could not be readily mitigated.</td>
<td></td>
</tr>
<tr>
<td>Significant intrusion on a landscape that</td>
<td>Existing utilities such as drainage,. Water supply, electricity.</td>
</tr>
<tr>
<td>could not be mitigated by a landscaping scheme.</td>
<td></td>
</tr>
<tr>
<td>Development would have a significant effect</td>
<td>Sites that can accommodate or are adjacent to suitable land for the grazing of animals.</td>
</tr>
<tr>
<td>upon the amenities of adjoining residents, eg</td>
<td></td>
</tr>
<tr>
<td>noise disturbance from commercial activities.</td>
<td></td>
</tr>
</tbody>
</table>

**Question:** Does the proposed site selection methodology and the range of factors to be considered provide a reasonable and robust means of assessing potential site suitability?

**Question:** Are there any additional criteria that should be considered in selecting appropriate sites for Gypsies and Travellers?

**Settlement strategy**

The Gypsy and Traveller population of Ashford has historically settled to the west and north east of Ashford. As a consequence, the rural parishes of Shadoxhurst and High Halden have a high number of Gypsy and Traveller sites, accounting for around 50% of the total number of pitches in the borough and this can often impact upon local services. The PPTS states that ‘When assessing the suitability of sites in rural or semi-rural settings, local planning authorities should ensure that the scale of such sites does not dominate the nearest settled community’.  

---

5 Department for Communities and Local Government, 2015, *Planning policy for traveller sites*
It may therefore be appropriate to consider the geographical concentration of current sites when addressing the possible location of new sites but this may not address pressures on local services where a site may be in one parish but due to infrastructure and proximity to other villages it might have a greater impact on another area. On the other hand, the need for additional pitches is often derived from the need to accommodate additional family members as they grow older and seek their own accommodation. In many cases this could be achieved through the sympathetic and appropriate expansion of existing sites providing that all other site criteria can be met.

**Question. Should the Council allow for the appropriate limited expansion of existing sites, and only where this would fulfil emerging household needs?**

**Question. Should the council seek to locate new sites in areas of the borough where they will not significantly increase pressures on local services?**

**Question. What should be the balance between urban and rural locations?**

**Site size, design and layout**

**Site size**

The majority of the privately owned sites in the Borough are small and consist of 1 to 3 pitches. The Council owned site at Chilmington, which accommodates 16 pitches, has the largest number of pitches of any of the sites within the Borough.

Sites which integrate best with local communities tend to be the small single family sites, which normally accommodate only a small number of pitches. A larger site can obviously accommodate more pitches, although policy HOU16 limits this by requiring that new sites should not accommodate more than 5 pitches or make an existing site exceed 5 pitches in total. Whilst this appears a relatively small number, should the pitches follow the conventional layout then a 5 pitch site could result in up to 15 structures on the site. Such a scale of development may be unsuitable in some locations.

The solution therefore may be a balance between small scale sites and some larger allocations depending upon availability, requirements and location.

**Question. What should the balance be between large and small site allocations?**

**Pitch size and layout**

Criterion C of policy HOU16 stipulates that ‘sites provide a good living environment free from the risk of flooding and risks to health through contamination, noise and pollution’. Therefore key to delivering sites that deliver a suitable safe and pleasant living environment for residents. This can be done through is ensuring that the scale, and layout of sites can accommodate the needs of occupants and do not lead to cramped forms of development that would impinge on residential amenity. The CLG
good practice guidance on Gypsy, Traveller and travelling showpeople sites\textsuperscript{6} has been withdrawn, and in the absence of alternative guidance we are seeking views as to whether to carry forward the criteria set out in this document, or whether to adopt alternative size criteria.

Site and pitch sizes may vary depending upon the location of the site, for example urban sites may lend themselves to a more compact layout, as may sites which serve several households from the same family. This can mean that setting a universal pitch size can be too restrictive. However notwithstanding this, there is a need to consider the provision of on site services and amenities to ensure that pitches and sites provide a suitable standard of living.

A typical pitch is considered to comprise a static caravan or lodge, a touring caravan as well as an amenity building typically containing a kitchen area and washroom. The area provided for the touring caravan should be constructed of hardstanding. In addition to these typical structures, there is a need to provide space for the parking of vehicles as well as private external open space for functional as well as play/relaxation uses. For bricks and mortar housing, the minimum standards of new housing are set out in policies HOU15 for private external open space, and TRA3 for parking provision, however given the character of Gypsy, Traveller and travelling showpeople sites, it may be more appropriate to have specific space standards.

\textit{Question: Taking into account the typical characteristics of a pitch the need to provide amenity space and parking, should the DPD seek to set a minimum pitch size and site requirements?}

\textit{Question: How should this pitch size be determined? (Eg based on number of households occupying a pitch)}

\textbf{Site tenure and management}

The allocation of sites is only one step in the process of making sites available for occupation. There is no point in allocating sites unless they are deliverable. The Council is required to allocate sites but this does not necessarily mean that the Council should buy the land and run the sites. Delivery could be enabled by acquisition of sites by any of the following:

1. The Council.
2. A Registered Social Landlord.
3. The Gypsies, Travellers of travelling showpeople themselves.
4. Private Landlords.

There are various different options for ownership and management of sites such as the following:

1. Allocated land is sold to Gypsies, Travellers or travelling showpeople who then have the responsibility of equipping the site in the same way that this happens on privately owned sites at present.
2. Allocated sites form part of the affordable housing provided on a private housing development (for example in the Ashford growth areas or

\textsuperscript{6} Department for Communities and Local Government, (May 2008), \textit{Designing Gypsy and Traveller Sites: Good Practice Guide}. 
development sites elsewhere in the borough). In such cases the developer would in all probability put in access, land drainage, sewerage, water and electricity as a minimum. Pitches could be sold or rented but would have to remain affordable. This is usually achieved by the involvement of a Registered Social Landlord but there may be other ways of achieving this.

3. The Council or Registered Social Landlord buys allocated land, provides the facilities as in 2. above and then sells or rents the site to the occupants. The Council or Registered Social Landlord retains a role in site management if the site is rented to the occupants.

4. The land is privately owned and rented to the occupants with or without facilities. The site owner is most likely to manage the maintenance of the site if it remains in his/her ownership.

5. A variety of means of tenure could be spread across the allocated sites.

Whilst over recent decades national policy has placed greater emphasis on privately owner occupied family sites, there remains a significant number of sites which are owned and managed by the public sector. The sixteen pitch Chilmington site to the south west of Ashford is owned and managed by Ashford Borough Council. Whilst in the past there has been difficulties in managing the site and filling the pitches, the site is currently running at full occupancy. The site currently provides a significant number of pitches and turnover on the site means that pitches becoming available contribute to the continuing overall supply of sites in the Borough.

In addition to socially owned and managed and private sites, there may be scope to incorporate alternative methods of site management and ownership. This could be in the form of co-operatives or private ownership and management of public sites.

**Question: What form of tenure and management would best suit the needs of Gypsy and Traveller communities in Ashford?**

**How should land be found to provide suitable sites?**

Having established that the Council has to find a number of sites to be allocated for occupation by Gypsies, Travellers and travelling showpeople, it is necessary to search for suitable sites. The Council does not have extensive land ownership and land from this source is likely to be extremely limited or already earmarked for other uses. However, unused or underused land owned by the Council and other public bodies will be assessed for availability and suitability.

Compulsory Purchase is unlikely to be used for this purpose particularly if it is decided that small family sites are to be favoured. However, the Compulsory Purchase of land by the Council, for the purpose or making sites available, remains a possibility especially if it is decided to search for land to accommodate medium to large sites.

Land already owned by Gypsies, Travellers or travelling showpeople can be included for consideration. If considered appropriate, these sites could be allocated sites in the DPD. Once allocated, owners would have the knowledge that their land would be acceptable in principle to accommodate Gypsies, Travellers or travelling showpeople. Details such as the number of pitches, siting of caravans/buildings, access and
landscaping would still need to be agreed but the principle of the use would have been
established by the allocation.

It is expected that land will be sourced from other land owners or their agents, who
should contact the Council if they have sites which they would like to put forward for
consideration.

**Question:** Do you know of any land in the district that, may be suitable,
available and deliverable to provide Gypsy and Traveller pitches? If the answer
to the above is yes, please supply details including ownership if known, on the
form in appendix 2 of this document.

**Transit Sites and Temporary Stopping Places**

PPTS recognises that the ability to travel remains an important part of gypsy and
traveller culture, and that planning for the accommodation of gypsies and travellers
must recognise this factor.

A transit site provides for the needs of gypsies and travellers who are on the move
and may be used for a few days or a few weeks at a time. It should not provide
permanent accommodation although there is a danger of this happening if there is a
shortage of permanent sites. Previous government guidance suggested that a transit
site is likely to require a resident site manager because of difficulties in managing this
type of site.

A transit site needs to have the same services as a permanent site and would
therefore need land drainage, sewerage, water supply, electricity, refuse collection,
utility buildings, and safe access onto a metalled road. Electricity can be provided on a
metered basis. This would leave the Council/s with the cost of setting up and
equipping the site and thereafter maintaining it and possibly paying for water and
refuse collection.

Temporary stopping places are used by gypsies and travellers for a few nights at a
time. These need not be equipped to the same standard as a permanent site or transit
site but require planning permission. They must: have safe and convenient access to
the road network; provide water, electricity (which can be metered) and a portaloo for
every 4 households; contain a sewerage disposal point and; facilities for refuse
disposal.

It is expected that the requirement for provision of transit sites and/or temporary
stopping places within or adjoining the borough (if any) will come from the GTAA and
collaboration between the Kent authorities.

There may not be a need for a transit site or a temporary stopping place in Ashford,
however provision of one such site could provide short term accommodation to allow
other allocated sites to remain undeveloped until such time as they are needed.
**Question:** Do you think that Ashford should have a transit site or temporary stopping place? If so, where should such a site be provided?

**Monitoring**

The Council’s adopted planning policies are monitored through the Annual Monitoring Report which assesses and reviews the extent to which policies in local development plan documents are being implemented. This is supplemented by the bi-annual caravan count. One of the weaknesses of a reliance on this lies in the fact that the gypsy and traveller caravan count uses caravans as a unit of measure whereas for planning purposes the use of pitches is more common, where a pitch may in fact include two caravans.

A key objectives of the DPD is to reduce the level of unauthorised development within the borough, and to do this there is a need to ensure that our monitoring methods are appropriate and affective.

**Question:** What indicators should be used for monitoring the council’s performance in managing Gypsy and Traveller site provision?

**Any other issues and options**

**Question:** Are there any other matters concerning sites for Gypsies, Travellers and travelling showpeople that should be dealt with by way of additional planning policies?
Appendix (i) Definitions

Romani Gypsies

It is believed that Romani Gypsies have resided in the UK since the sixteenth century. The term ‘Gypsy’ is a corruption of the word ‘Egyptian’, however linguistic analysis suggests it is more likely that they originate from the Indian sub continent.\(^7\)

Travelling showpeople

Culturally similar but distinct from Romani Gypsies, Travelling Showpeople run funfairs and circuses. They ordinarily over-winter at sites with sufficient space to store and repair machinery and equipment meaning that their site requirements differ from other Traveller groups.

Irish Travellers

These are a distinct ethnic group from Romani Gypsies, originally rooted in Ireland they have their own culture and language – Cant – but share many lifestyle preferences with the Gypsy community, for example mobile and temporary employment and travelling in caravans.

Other Travellers

New Travellers grew out of the hippie movements of the second half of the twentieth century, though some have been travelling for some generations. Other Traveller groups include Scottish and Welsh Travellers and Bargees or boat dwelling groups.

Gypsy and Traveller sites and pitches

A ‘pitch’ is the accommodation normally required by a single Gypsy family and as a minimum usually consists of one caravan for living in, which is often a mobile home, plus a touring caravan for travelling and a utility building providing bathroom kitchen and often day room accommodation. It is common for there to be several caravans on one pitch and it is also common for there to be several pitches on one site. For example the Council owned site at Chilmington has 16 pitches. Sites to accommodate one travelling circus or fairground usually need to be larger than a pitch for a Gypsy or Traveller family. This is because even a small travelling circus or fairground is likely to have a number of large lorries associated with it for moving the equipment around and may include more than one family as well as individuals who are essential to the business and likely to live on the same site.

Transit sites

Transit sites are for Gypsies and Travellers on the move and are for short term occupation only.

Policy definitions

National Planning Policy for Traveller Sites (PPTS), published in August 2015, requires that Local Planning Authorities use evidence to plan positively for Gypsy and Traveller development. This policy document sets out the definition of gypsies and travellers. For planning purposes, the Government defines Gypsies, Travellers and travelling showpeople 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.\(^8\)

---

\(^8\) Department for Communities and Local Government, (August 2015), Planning Policy for Traveller Sites.
Gypsy and Traveller Development Plan Document: Site Submission Form

Please use one form for each site. See the attached guidance notes at the end for information on how to complete the form.

<table>
<thead>
<tr>
<th>1. SITE DETAILS</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Site Name</strong></td>
</tr>
<tr>
<td><strong>Site Address</strong> (including postcode)</td>
</tr>
<tr>
<td><strong>Which Parish is the site located within? (if applicable)</strong></td>
</tr>
<tr>
<td><strong>Which electoral ward is the site located within?</strong></td>
</tr>
<tr>
<td><strong>Site area (hectares)</strong></td>
</tr>
<tr>
<td><strong>Current site use</strong></td>
</tr>
<tr>
<td><strong>Site description</strong> (include details of existing structures)</td>
</tr>
<tr>
<td><strong>Adjacent land-uses</strong> (e.g. open or agricultural land / 2 storey detached dwellings)</td>
</tr>
<tr>
<td><strong>Details of any relevant planning history</strong> (e.g. previous planning applications)</td>
</tr>
</tbody>
</table>
## 2. ECOLOGICAL & LANDSCAPE DESIGNATIONS

<table>
<thead>
<tr>
<th>Does the site within, or near, any of the following?</th>
<th>YES</th>
<th>NO</th>
</tr>
</thead>
<tbody>
<tr>
<td>Site of Special Scientific Interest (SSSI)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>National Nature Reserve</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Area of Outstanding Natural Beauty (AONB)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Special Area of Conservation (SAC)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Local Wildlife Site</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ancient Woodland</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Please state which, and proximity:**

<table>
<thead>
<tr>
<th>In or within 100m of the boundary</th>
<th>Within 500m of boundary</th>
<th>Within 1km of boundary</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

## 3. ENVIRONMENTAL

(see guidance notes to find out how to obtain this information)

<table>
<thead>
<tr>
<th>YES</th>
<th>NO</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
</tr>
</tbody>
</table>

- Is the site wholly or partially affected by flooding
- Is the site on previously developed (brownfield) land?
<table>
<thead>
<tr>
<th>Does the Site contain, or is it adjacent to, any of the following? (see guidance notes to find out how to obtain this information)</th>
<th><strong>YES</strong></th>
<th><strong>NO</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>Green Corridor</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Area of Archaeological Importance</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Conservation Area</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Scheduled Ancient Monuments</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Registered Historic Parks / Gardens</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Listed Building/s (please specify grade)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Tree Preservation Order</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Public open space (please specify type e.g. playing fields)</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### 4. UTILITIES & HIGHWAYS

<table>
<thead>
<tr>
<th>Is the site currently connected to the following? If no, does it have adjoining access? (optional section)</th>
<th>Yes</th>
<th>No</th>
<th>Details</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mains Electricity Supply</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Mains Gas Supply</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Mains Sewerage</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Mains Water Supply</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Connectivity of Broadband (and speed)</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Is there direct site access from the public highway?</th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Site Access information/constraints (is the access a track, road, in the same</td>
<td>Details:</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
### 5. ACCESSIBILITY

<table>
<thead>
<tr>
<th>Distance of Site to the Nearest: (Optional)</th>
<th>&lt; 5 minute walk (Less than 400 metres)</th>
<th>5 – 10 minute walk (400 – 800 metres)</th>
<th>10 – 20 minute walk (800m - 1.6km)</th>
<th>Over 20 minute walk (1.6km +)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Large Village or Town Centre</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>(please state which)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Local Centre/Shop</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>(e.g. Village/ Local area shops)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Railway Station</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>(please state which)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Primary School</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>(please state which)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Green Open Space</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>(e.g. Playing fields or informal)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Equipped Play Area</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Public Right of Way</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td><a href="http://www.kent.gov.uk/exploreke">www.kent.gov.uk/exploreke</a> ntgis/map</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>GP Surgery</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### 7. OWNER/AGENT DETAILS AND SITE AVAILABILITY

<table>
<thead>
<tr>
<th>Site owner details</th>
<th>Name</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td>Address</td>
<td></td>
</tr>
<tr>
<td>Telephone no.</td>
<td></td>
</tr>
<tr>
<td>Email</td>
<td></td>
</tr>
</tbody>
</table>
Date site submitted

Contact details (if different from above)
- Name
- Address
- Telephone no.
- Email

Availability to develop
- Is the site available now? Yes / No
- Does a developer have an option on or own the land? Yes / No

9. SITE MAP

Please include a site location plan on an ordnance survey base, showing the boundaries of the site.

(Details of how to create a map can be found in the attached guidance notes)
Ashford Site Submission Form – Guidance Notes

Section 1 – Site Details

Site name – This section should contain a short reference name for the site. This could be the first line of the site address or a description, for example, land adjacent to….., land to the south of……, etc.

Site address, Parish and Ward – Please provide the full address of the site, and the parish and ward the site is located within. If you do not know this information, please visit www.ashford.gov.uk and click on the ‘Maps’ tab at the top of the page.

Then go to the ‘Local Plan Policies’ Map. Once open you will see this menu along the top left hand side of the screen:

Use the magnifying glass with + symbol to zoom in to your site. Click on an area inside your site boundary and then press the ‘Layer i’ symbol. This will bring up a screen with the ward and parish details for this area.

Site Area – the site area should be over 0.4ha in the urban area and 0.2ha in the rural area or be able to accommodate 10 or more dwellings if the site is proposed for residential use in order to be considered. Provide details in hectares. If you do not know this information please visit the map (shown above) to locate your site, and then use the ‘measure area in metres’ function along the top toolbar (shown below) and click around the boundary of the site. This will produce the area in Metres, which you can convert.

Current Use, Site Description and Adjacent land uses – Please describe the current use of the site (i.e. a field, derelict building, residential property, open space, office building) and then give details of the site description including how many buildings are on the site, if it is farmed land, overgrown scrubland etc). Then provide a similar description of the land uses of the adjacent sites.

Details of relevant planning history – Please provide details of any planning applications that have been submitted on the site previously (whether granted, refused or withdrawn) along with the planning application reference. If you are unsure, you can search planning applications on our website: http://planning.ashford.gov.uk/
Section 2 – Ecological & Landscape Designations

In this section please answer yes or no to all of the questions regarding distance from the ecological designations. If answering 'yes', please provide the distance of the site from the boundary. If you do not have this information, please visit the Local Plan Policies Map (see details above) and use the 'Map layers' on the right hand side of the map. Click on all the relevant layers and you will see from the map if they apply to your site.

Section 3 - Environmental - In this section please answer yes or no to all of the questions. If answering 'yes', please provide details. If you are unsure of the answer to the questions, please visit the Local Plan Policies Map, as described in section 2 (above)

Section 4 – Utilities and Highways - If you have information relating to the connection of the site to these mains facilities please give details. If you are promoting an employment site in the rural area, the connectivity to broadband and the speed is particularly relevant. If you do not know this information, please leave the section blank. For Site Access Information/constraints - please state whether the site already has direct access to a highway, and details of possible access constraints (i.e. is access through land in a different ownership?)

Section 5 –Accessibility

This section is optional and based on local knowledge of the area the site is located in. Please tick the relevant box to state distance from the services and facilities listed. If you are unsure of the distance, you can use the 'Local Plan Policies Map' (see above) and the 'distance in metres' symbol at the top of the map, to measure between two points.

Section 6 – Additional Information

Please use this section to provide any further information about the site that hasn't been provided elsewhere.

Section 7 – Site Owner/Agent details and Availability

This section requires details of the site owner and agent (if applicable). If the owner is the submitter, you will only need to provide the information once. Please also state if the site is available immediately, or a timescale of when it is likely to be available. If a developer has options or ownership of the land, please provide details here.

Section 8 – Proposed Site Use

Please only select one option for the proposed site use. If mixed, please give details. Please provide here the scale of proposed development (amount of houses etc).

*On the largest residential sites, it is assumed that proposals will include a mix of uses.*
If the site is proposed for 100 dwellings or more please complete the separate additional information sheet

Section 9 – Site Map A site location map MUST be provided with this form. This must clearly show the boundary of the site, on a current ordnance survey base. If you do not have a suitable map, you can create one using a service recommended on the Planning Portal www.planningportal.gov.uk/planning/applications/plans

Please return your completed site submission form and map to: Planning Policy, Ashford Borough Council, Civic Centre, Tannery Lane, Ashford, Kent, TN23 1PL, by email to planningpolicy@ashford.gov.uk, or upload to www.ashford.gov.uk/consult

For more information call: 01233 330229