

# Report to Planning Services Scrutiny Standing Panel

**Date of meeting: 14<sup>th</sup> June 2011**

**Portfolio: Planning**

**Subject: CLG consultation – Planning for Traveller Sites**

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**Committee Secretary: Mark Jenkins (01992 56 4607)**



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## Recommendations/Decisions Required:

- (1) To agree responses to the consultation questions on the draft Planning Policy Statement and, where appropriate, to specific questions about the impact assessment;**
- (2) To request a meeting with the Minister to discuss the experience of the previous consultation in connection with the Direction, with the intention of modifying the content of the final version of the Planning Policy Statement.**

## Report:

### Context

1. The consultation, which runs for 12 weeks from 13<sup>th</sup> April to 6<sup>th</sup> July, is essentially about a draft Planning Policy Statement (PPS) (Planning for traveller sites), which is intended to replace Circulars 01/2006 and 04/2007 (Planning for Gypsy and Traveller Caravan Sites, and Planning for Travelling Showpeople). There are 13 questions associated directly with the content of the PPS, and a further 15 specific questions related to the consultation stage impact assessment, mainly to do with the costs and benefits associated with 3 options. For ease of reference, the questions with draft responses are included as an appendix to this report. There are also 7 general questions about the impact assessment (page 26 of the consultation document), but officers have not chosen to respond to these directly, believing that responses to other questions tend to address the issues raised.
2. The draft PPS states that 'the Government's overarching objective is to ensure fair and equal treatment for travellers, in a way that facilitates the traditional and nomadic way of life of travellers while respecting the interests of the settled community.'
3. The Government has made plain its intention to abolish Regional Spatial Strategies (eg the East of England Plan) and all associated housing and Gypsy Roma Traveller (GRT) pitch targets. This will take place when the Localism Bill is enacted in early 2012. The Government is also intending to replace all existing planning guidance (Circulars and PPSs) with a National Planning Policy Framework in April 2012 and this draft PPS has been written with that in mind.
4. The PPS aims to:
  - enable local planning authorities to make their own assessment of need for the purposes of planning and to use this to set their own targets for pitch/plot provision. (A "pitch" is defined as an area for residential use on a GRT site. "Plot" refers to an area for mixed use (eg residential and equipment storage) on a travelling showpeople site);

- encourage local planning authorities to plan for sites over a reasonable timescale;
  - protect Green Belt from development;
  - ensure that local planning authorities, working collaboratively, develop fair and effective strategies to meet need through the identification of land for sites;
  - promote more private site provision while recognising that there will always be some travellers who cannot provide their own sites;
  - reduce the number of unauthorised developments (ie on land owned by travellers) and encampments (on land not owned by the travelling community), and make enforcement more effective – if local planning authorities have had regard to the PPS;
  - ensure that the development plan includes fair, realistic and inclusive policies;
  - increase the number of authorised traveller sites, in appropriate locations, to address under provision and maintain an appropriate level of supply;
  - reduce tensions between settled and traveller communities in plan making and planning decisions; and
  - enable provision of suitable accommodation from which travellers can access education, health, welfare and employment infrastructure; and
  - have due regard to the protection of local amenity and local environment.
5. The proposed changes are intended to:
- Increase significantly the number of traveller sites in appropriate locations with planning permission in order to address under-provision over the next three to five years;
  - give local planning authorities the freedom and responsibility to determine the right level of traveller site provision in their area, and the powers to meet those needs, in consultation with local communities;
  - ensure greater fairness in the planning system, including greater consistency of decisions in the Green Belt;
  - encourage 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 across its area;
  - align policy for traveller sites more closely with that for other forms of housing; and
  - contribute to a more effective and streamlined planning system with which local planning authorities and developers can more easily engage.

### **Consultation Questions**

#### **Definitions**

6. The PPS differentiates between “gypsies and travellers” and “Gypsies and Travellers”, the former being the non-ethnic planning description, and the latter denoting the recognised ethnic groups of Roma Gypsy and Irish Traveller heritage. Perhaps slightly confusingly the Government proposes to use the term “traveller” to combine the current planning definitions of “gypsies and travellers” and “travelling showpeople”. The first question concerns the retention of those definitions: Do you agree that the current definitions of ‘gypsies and travellers’ and ‘travelling showpeople’ should be retained in the new policy?
7. For the purposes of planning, “gypsies and travellers” means “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 or permanently, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.” In a similar fashion, “travelling showpeople” are defined 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 or permanently, but excludes Gypsies and Travellers as defined above."

8. Officers believe it is sensible to retain both definitions because of the different land use requirements associated with the lifestyles of the two groups, but by only excluding the recognised ethnic groups from the definition of travelling showpeople, this seems to leave some uncertainty about others who may be included in the definition of "gypsies and travellers".

#### **Assessment of need**

9. Local planning authorities have a statutory duty to assess accommodation needs of travellers as part of their wider housing needs assessments, and to take these into account in housing strategies in respect of meeting such accommodation needs. The PPS does not specifically refer to the guidance that sets out how needs should be assessed for the purposes of the Housing Act 2004 (the 'Gypsy and Traveller Accommodation Needs Assessment' (GTAA) guidance). The Government proposes to give local planning authorities the power to set their own targets for pitch/plot provision "based on robust evidence of local need in the light of historical demand", but it does not consider it necessary to prescribe the type and volume of evidence required. This, and the conclusions and targets will be tested through the processes of consultation and Examination in Public (EiP) of the Local Development Framework (LDF).
10. The second and third questions of the consultation relate to assessment of need: Do you support the proposal to remove the specific reference to GTAAs in the new policy and instead refer to a "robust evidence base"?; Do you think that local planning authorities should plan for "local need in the context of historical demand"?  
While officers understand the current Government's concerns about reducing bureaucracy, the lack of reference to the GTAA could lead to the production of needs assessments of widely differing approach and quality. A more consistent nationwide approach should result in fewer successful challenges at EiP or other Planning Inquiries.
11. Officers support the principle of planning for "local need in the context of historical demand" (subject perhaps to developing acceptable definitions for these terms), but are concerned about the advice in the draft PPS (para 20(e)) in relation to determining planning applications for traveller sites – "they should determine applications for sites from any travellers and not just those with local connections". This seems to contradict the 'local need' approach and implies that permission could be granted for "non-local" travellers on some occasions. This is rather confusing and worrying, given the limited number of sites that may be available for future GRT use because of 94% Green Belt coverage of this district.

#### **Planning for sites over a reasonable timescale**

12. The consultation document presents evidence that local planning authorities have failed to address under-provision of authorised sites and will continue to fail to meet any targets over the next three to five years. An objective of the PPS is therefore to increase significantly the number of traveller sites in appropriate locations. The Government also wants local planning authorities to plan for a five-year supply of traveller pitches/plots, arguing that this "more reasonable" timescale will make delivery much more likely. The fourth and fifth questions of the consultation are: Do you agree that, where need has been identified, local planning authorities should set targets for the provision of sites in their local planning policies? Do you agree with the proposal to require local planning authorities to plan for a five-

year supply of traveller pitches/plots?

13. This Council has increased the number of authorised pitches by 36 (from 72 to 108) in the period from January 2008 to the present, exceeding both the (soon to be abolished) EEP target of 34 new pitches by April 2011 and the GTAA figure of 32.4 pitches by 2013. (A more detailed report on the current situation in the district is being considered by District Development Control Committee on 29<sup>th</sup> June.) Officers are satisfied that, unlike the majority of local planning authorities, this Council can confidently state that these externally calculated targets for provision of pitches have been met, and that there is therefore no immediate need to make further general provision in this district. The issue will need to be addressed in the LDF, as part of the wider housing agenda, but officers are not convinced at this time that the Council has the resources to identify land already owned by the travelling community which may be the subject of future applications, or other potentially deliverable land which would meet the local needs of travellers, in order to develop realistic targets for future provision.
14. The recent experience of the public consultation on the Development Plan Document for pitch provision leaves officers in no doubt that identifying a five-year supply of sites for pitches or plots will be virtually impossible in this district, unless some publicly owned land in suitable locations becomes available. The Government has to accept that, for whatever reasons, there is strongly held and powerful suspicion and resentment of the travelling community by the settled community, not helped by adverse and unpleasant coverage in the local and national media. These feelings are long established and deeply held and will not be easily challenged or overcome. It will certainly require a concerted effort by Government, and regional and national agencies, and is a task well beyond the capabilities or resources of this Council.
15. In this district, the travelling community exists in discrete, if extended, family units, and there appears to be little interaction between separate families. They also tend to avoid contact with the Council and other agencies unless there is a need for particular services. This should not be taken as any sort of criticism – it is simply a reflection of their chosen way of life which officers do their best to respect. But this means that gathering information to assess future needs for pitch provision is particularly difficult, unlike the situation regarding permanent housing where there are significant quantities of statistical records and other research. The Council was complimented by the Planning Officers Society for the procedures it had adopted to contact the travelling community to engage in the consultation required by the Direction. This involved the preparation of DVDs which were distributed by specialist consultants who had local family connections with the travellers, coupled with interviews with a range of family members. A separate exhibition, by invitation only, was held for the travellers. This was extremely resource intensive and officers now believe that the particular specialist consultants have disbanded. Gathering new information from the community to gauge the need for a five-year supply of suitable sites will be a difficult, costly and time-consuming process, and the Council simply does not have the resources to deal with this in the context of all the other work associated with the preparation of the Core Strategy. For these reasons, officers are strongly of the view that the identification of a five-year supply of appropriately located and deliverable sites is wholly unrealistic and completely unachievable.

#### **Protecting the Green Belt**

16. The consultation notes that “there is a perception ....that currently policy treats traveller sites more favourably than it does other forms of housing and that it is easier for one group of people to gain planning permission, particularly on sensitive Green Belt land.” Circular 01/2006 states that new sites for Gypsies and Travellers in the Green Belt are normally inappropriate development. The definition of “appropriate development” in PPG2: Green Belts (revised March 2001) generally excludes housing

except for limited infilling or limited affordable housing. In the interests of ensuring fairness in the planning system, the Government proposes to remove the word “normally” in relation to traveller sites in the Green Belt, so that the relevant policy (E) of the PPS will state “There is a general presumption against inappropriate development within Green Belts. Traveller sites in the Green Belt are inappropriate development, within the meaning of PPG2: Green Belts.” The sixth question of the consultation asks if the Council agrees with this proposed wording.

17. All the current traveller sites (authorised and unauthorised) in the district are within the Green Belt. Inspectors’ reports for appeals at Holmsfield and Hallmead Nurseries (2007 and 2009 respectively) concluded separately that the Council was likely to find suitable sites only in the Green Belt, mainly but not solely because of land value and residential amenity issues. It is also worth pointing out that 83 of the 108 authorised pitches are located in only 2 parishes (Roydon and Nazeing), and this does raise concerns about the provision of adequate support services, and in particular education. Officers agree with the proposed change of wording because this should “even things up” as regards permanent housing and traveller pitch applications in the Green Belt. (The point about “favourable treatment” was frequently raised during the recent public consultation for the identification of additional pitches in the district) They do not believe, however, that this will significantly affect the existing traveller sites. Successful applications have had to make a convincing case of very special circumstances and this approach will continue to be used for all future applications in the Green Belt. The change in wording, however, may make it more difficult to establish or justify completely new traveller sites in the Green Belt, which in turn will make it increasingly difficult for this Council to identify suitable and deliverable new sites. Officers are strongly of the view that “non-local” need, however that may be defined, should be directed to sites outwith the Green Belt. It will be interesting to see if the proposed change is considered at the resumed Inquiry (27<sup>th</sup> June) into The Meadows site at Bumbles Green.

**Reducing tensions between settled and travelling communities**

18. The Government proposes aligning planning policy on traveller sites more closely with that for other forms of housing – this includes the proposed change to Green Belt development outlined above, and the identification of five-year and up to fifteen-year supplies of land for pitches. This should achieve “fair play with everyone being treated equally and even-handedly”.
19. The consultation also suggests, in the interests of further reducing tensions, that local planning authorities need to pay particular attention to early and effective community engagement with both settled and travelling communities when formulating their plans and determining planning applications. The document states “The new focus on consultation with settled communities will increase meaningful public participation in planning, meaning people are more supportive of development. It will also enable local planning authorities to obtain a balance of views to enable them to make their decisions, and reduce opposition to development based on misunderstanding and lack of information.”
20. The 7<sup>th</sup> and 8<sup>th</sup> questions relate to these two proposals:  
Do you agree with the general principle of aligning planning policy on traveller sites more closely with that for other forms of housing?  
Do you think the new emphasis on local planning authorities consulting with both settled and traveller communities when formulating their plans and determining individual planning applications will reduce tensions between these communities?
21. Officers certainly believe there are some advantages in bringing pitch provision considerations within the wider housing framework. One of the many disadvantages of the recent public consultation exercise was that it was interpreted as favourable

treatment for the travelling community ahead of the growing need for affordable housing within the district. If pitch provision can be treated as, and accepted as, merely one element of the total housing agenda, this may help to reduce suspicion and mistrust. Officers remain convinced, however, that at least in this district it will be quite impossible to identify a five-year (or longer) supply of deliverable sites, so there will be limits to how closely pitch provision can be aligned with other forms of housing.

22. As regards the 8<sup>th</sup> question, officers feel it is particularly important that the Government and its civil servants are made fully aware and understand the experiences of, and outcomes from, this Council's recent public consultation exercise. There may be a distinction to be drawn between a Direction with imposed top-down targets and the processes that are outlined in the draft PPS, but it is unlikely that this will be recognised or accepted by the settled community in this district in the foreseeable future. The consultation created immense resentment amongst local residents and particular concern for potentially affected landowners and their neighbours. This in turn resulted in a relentless avalanche of requests/questions for Forward Planning staff and Members, coupled with the formation of several new residents' groups several of which quickly networked. This deep resentment and suspicion linger within the settled community, and officers have been made aware of concerns from some groups about the current CLG consultation. In this context the 8<sup>th</sup> question is preposterous – any consultation will simply inflame the bad feeling and mutual mistrust which regrettably persist in this district.

#### **Transitional arrangements**

23. The PPS asks planning authorities which do not have a five-year supply of pitches/plots to “treat favourably” applications for temporary permission. This again aligns pitch provision policy more closely with that for permanent housing. The consultation suggests that there will be a “reasonable period of time” to establish the five-year supply, before the consequences of not planning to meet need come into force. There are three questions associated with these transitional arrangements: Do you agree with the proposal that asks local planning authorities to “consider favourably” planning applications for the grant of temporary permission if they cannot demonstrate an up-to-date five-year supply of deliverable traveller sites to ensure consistency with PPG3: Housing? Under the transitional arrangements, do you think that six months is the right time local planning authorities should be given to put in place their five-year supply before the consequences of not doing so come into force? Do you have any other comments on the transitional arrangements policy?
24. For reasons outlined earlier, officers do not believe it will be possible to identify a five-year supply of deliverable sites in this district. They therefore believe that the answer to the first of these three questions should be “No”, because it is reliant on something which cannot be achieved.
25. The second of the three questions is astonishingly naïve. As is obvious from above, the allocation of sites for traveller pitches is very controversial in this district and the procedures would be complex, subject to much objection, and consequently be very lengthy, even if agreement could eventually be achieved (and officers remain very dubious about this last point). The suggestion that six months is a “reasonable” time period is quite nonsensical. It would also appear to repeat the risk of being seen to address provision for Gypsies and Travellers ahead of the housing needs of the settled community – another issue which caused resentment during the public consultation for the Direction.
26. Members should also appreciate that the Issues and Options consultation for the Core Strategy is programmed for this autumn, and this will fully use the resources of the Forward Planning team which is currently short of two members of staff. Trying to deal

with identifying a five-year land supply for gypsies would jeopardise the more important task of moving ahead with the Core Strategy – an unfortunate and unnecessary repeat of the problems caused by the Direction, which severely disrupted other Forward Planning work.

27. As regards other comments, officers believe the Government should be thinking again about five-year land supplies. This Council's recent record of increasing the number of authorised pitches probably cannot be matched anywhere else in the country, let alone the East of England. This indicates that a criteria based policy, reasonably applied, can meet the needs of the travelling community, even in areas of development restraint, if applications are professionally prepared and supported by adequate justification. There can be little doubt, however, that the increased protection to the Green Belt (which covers 94% of this district) will make it increasingly difficult, if not impossible, to identify new deliverable sites.

#### **Consolidating and streamlining policy**

28. The Government believes that the PPS will be a shorter and clearer statement of policy than the two Circulars it is proposed to replace, and hence will contribute to a more effective and streamlined planning system with which local planning authorities and developers can more easily engage. The last two consultation questions are: Are there any other ways in which the policy can be made clearer, shorter or more accessible?  
Do you think that the proposals in this draft statement will have a differential impact, either positive or negative, on people because of age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation? If so, how in your view should we respond? We are particularly interested in any impacts on (Romany) Gypsies and (Irish) Travellers.
29. In answer to the first question, officers feel that definitions of the terms "local need" and "historical demand" would help local authorities to have a consistent basis from which to calculate future pitch targets. This could also address the confusion that appears to exist between these terms and the guidance for determining planning applications (see para 11 of this report). The PPS also proposes the use of a "Rural Exception Site Policy" where there is a lack of affordable land to meet local traveller needs, but it is not clear whether the Government thinks that this would be an acceptable approach in the Green Belt, where the emphasis has been to add traveller sites fully to the definition of inappropriate development.
30. Officers believe that the GRT community will be adversely affected by the proposed changes, on the grounds that it is likely to be much harder to identify suitable new sites in the Green Belt.

#### **Impact Assessment Questions**

31. The Government considered 3 options: (1) do nothing; (2) withdraw the circulars; and (3) withdraw the circulars and replace with a new single PPS. Option 3 is obviously preferred, hence the consultation, but there are some impact assessment questions related to the options.
- #### **Option 1: Do nothing**
32. Additional costs would not be imposed, although ongoing costs of dealing with "cumbersome and confusing" policy would continue. There is a lack of democratic accountability with regional targets. The main benefit seen by the Government is the retention of a framework with which users are familiar. The question posed is: Do you think there are any other benefits to retaining the existing policy, and whether these can be quantified?
33. Officers accept that this is not a viable option, given the other changes to the planning

system that the Government is bringing forward – in particular the abolition of regionally imposed targets and the introduction of the National Planning Policy Framework. Nevertheless, the Council has also shown that the current system can work, even in areas of significant development restraint, as is evidenced by the recent significant increase in the number of authorised pitches in this district, meeting both the East of England Plan and the GTAA targets.

**Option 2: Withdraw Circulars and do not replace them**

34. This would remove all national planning policy specifically directed at the travelling community, and there is very little reference elsewhere. The question posed is: Can you identify – in quantitative terms if possible – whether you think there would be any benefits to this option? Officers recommend “No”.

**Option 3: Withdraw Circulars 01/2006 and 04/2007 and replace them with a new single policy.**

35. Costs and benefits of this option are assessed against five intended outcomes of the new policy and seven questions or requests for comments are posed. The five expected outcomes are:
1. enabling local planning authorities to make their own assessment of need and to use this evidence to set their own targets for pitch/plot provision;
  2. enabling local planning authorities to plan to meet this need over a reasonable timescale;
  3. enabling local planning authorities to protect Green Belt from development;
  4. reducing tensions between settled and traveller communities; and
  5. streamlining policy for traveller sites.
36. 1) The Government believes that the first outcome will not create additional costs for local planning authorities as they are already required by legislation to collect evidence of need. It is acknowledged that there is a potential cost to travellers through a risk that sites will not be provided where they are needed if most of the electorate are opposed. Comments are requested on (a) whether the Council envisages extra costs associated with the assessment of need, and (b) the scale of the time and money benefits which will accrue to local planning authorities as a result of being able to set traveller site targets locally.
37. (a) Officers believe there will be extra costs for the Council. While the Housing Strategy of 2009 included an aim to ‘consider the appropriate number of new pitches required for Gypsies and Travellers in the district in future, having regard to the County-wide GTAA’, the review of the Strategy in 2011 acknowledged that there had been limited progress, but also noted that ‘at least the number of pitches required by the EEP has been provided to date, through . . . normal planning processes.’ Steps are being taken to identify GRT families potentially living in bricks and mortar (mainly through consultation with Registered Social Landlords), and some cross-agency contacts have been established during discussions about the formation of a County-wide Gypsy and Traveller Unit, which may help to identify, and ease future consultation with, some GRT families. The techniques adopted for the Direction consultation in terms of engaging the traveller community (see para 15) were successful but costly and time-consuming, and it would be difficult and very expensive to repeat the exercise to gather up-to-date information. Officers can, and will, make use of records kept by the County Council’s Ethnic Minority and Traveller Achievement Service (EMTAS), but these are not especially detailed, and there will be issues of data protection.
- (b) The request assumes that there will be time and money benefits, partly based on collaborative working with neighbouring authorities. Officers believe that, given the experience of dealing with the Direction, any local targets that may be set are likely to be subject to rigorous challenge by representatives of the settled community, which may add to staff and other resource costs. There is an assumption throughout the



consultation document that the “duty to co-operate” included in the Localism Bill will translate easily into co-operative working between authorities. Policy B of the draft PPS (para 9(e)) requires that local planning authorities should “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 across its area.” Theoretically, this suggests that the Council is in a very strong negotiating position with its neighbours, ie 94% Green Belt and with the recent significant increase in authorised site provision, but in the real world, officers simply cannot see adjoining authorities positively co-operating to identify or provide sites for travellers seeking locations in this district. Travellers themselves may have no interest in being encouraged to move to sites in other districts. The assumption inherent to the request is therefore misleading.

38. 2) The second outcome relates to the five-year supply of pitches/plots and the related request for comment is on whether the transitional period will lead to any extra costs – and what these might be in monetised terms. A second request is to give the Council’s view on the extent to, and the rate at, which new sites will come forward as a result of the new approach. These issues have already been addressed earlier in this report – paras 14 and 15 describe the sheer impracticality if not impossibility of identifying a five-year supply, and paras 25 and 26 address the nonsense of the 6 month period, and the impact this would have on the timetable for preparing the Issues and Options consultation stage of the Core Strategy. This top-down approach of one size fits all, seemingly being imposed by the Government despite claims to be reducing bureaucracy, fundamentally misses the point that this Council has met and has exceeded pitch provision targets.
39. In answer to the second request relating to this outcome, officers do not believe that the extent and rate at which new sites come forward will be significantly affected by the new approach. If anything the rate will reduce with the definition of inappropriate development now fully including traveller sites.
40. 3) The request for comment relating to protecting Green Belt is: Please give your view on whether the draft policy is likely to have any significant monetary benefit in terms of protection of the Green Belt, and, if so, what this is likely to be. Oral evidence from the previous public consultation in association with the Direction suggested that house prices were significantly adversely affected in proximity to sites which had been identified with potential for use for pitches. Officers are unsure how much of this was hearsay, and how much was simply emotive. Officers are certainly unaware of any Government or other authoritative research that links long-term adverse effects on house prices with proximity to authorised traveller sites. They therefore believe that it is unlikely that the draft policy will have any measurable monetary benefits.
41. 4) While there are no requests for views associated with this option (reducing tensions), the impact assessment is still extraordinarily idealistic and makes some statements which totally fly in the face of this Council’s experience with the Direction consultation – eg “The emphasis on community engagement will make it more likely that members of the settled community will accept traveller development”; and “Not only will this help to reduce tension between the traveller and settled community (sic), but it will make it more likely that development will take place in sustainable locations.” Officers wish to express their frustration to Members that guidance of this fatuous nature is being issued, and request that meetings with Ministers should be sought to describe fully this Council’s recent experiences, so that any future guidance, including the final version of the PPS, will be much closer to reality.
42. 5) There are two questions posed in regards to streamlining policy, and the Government is particularly keen to have responses to the first one: Do the familiarisation costs estimated for local planning authorities appear

reasonable? Please give your view on the assumptions made in the calculation. Do the estimated administrative savings for local planning authorities, as a result of streamlining national planning policy, seem reasonable? Please give your view on the assumptions made in this calculation.

43. The Government has calculated that the familiarisation cost of the new policy will be a one-off in one year only of £0.01m, this being based on the average wage of a planning officer, and the assumption that one person per local planning authority will be required to familiarise themselves with the new guidance. Officers are frankly rather puzzled by the whole topic and the importance that is being placed on this. Changes to guidance or policy are part and parcel of work in the Planning Directorate, and officers deal with this as part of the normal routine of their day job. As far as the new guidance is concerned, there will be benefits from amalgamating and simplifying what were two broadly similar Circulars, but familiarisation costs are likely to be minuscule or otherwise unmeasurable, and would be shared between a number of officers, notably those in development control and enforcement, and to a smaller extent in policy. Regrettably therefore, officers feel unable to answer this question in the detail hoped for by the Government.
44. As regards the second question, the assessment quotes the findings of the Killian Pretty review and the savings that could be made if the national policy framework was overhauled and simplified. Using an approach broadly similar to that in para 43, the assessment concludes that annual savings of £0.01m, amounting to £0.1m in ten years, could be achieved. Officers again feel unable to contribute significantly to this analysis.

**Other specific questions**

45. The four additional questions are:
- (a) Are there any significant costs and benefits that we have omitted? If so please describe including the groups in society affected and your view on the extent of the impact.
  - (b) Do you think that the draft policy is likely to have any impact, positive or negative, on travelling showpeople as an economic group?
  - (c) Are there any significant risks or unintended consequences we have not identified? If so please describe.
  - (d) Do you think there are any groups disproportionately affected?  
Officers' draft responses are listed below.
46. (a) The inclusion of traveller sites as inappropriate development in the Green Belt is likely to trigger almost automatic refusals by this Council for applications for entirely new sites in the district, unless they are generally showing very special circumstances. This, in turn, could lead to more frequent appeals and Inquiries with associated increased costs.
47. (b) Related to para 46, travelling showpeople will experience increased difficulty in finding suitable and acceptable sites in the Green Belt which may have a negative effect on their way of life and their economic operations.
48. (c) These issues have been mentioned elsewhere in the report, but (i) the consultation and the impact assessment seriously underestimate the strength of bad feeling which exists between the settled and traveller populations, at least in this district. This will not be easily challenged or overcome, and the suggested approaches for reducing tension are almost laughably impractical, despite the serious nature of the problem. (ii) Too much reliance is being placed on positive outcomes from collaborative working between authorities. The reality of the situation is, and this is not in any sense trying to justify what happens, the travelling community is mistrusted by the settled community (the latter forming by far the largest part of the electorate) and this is

necessarily reflected by Members in dealing with traveller issues. Consequently, collaborative working is not going to mean that participating authorities are going to agree to take some of another authority's pitch numbers.

49. (d) This is not an exact answer to the question, as this is not about disproportionality, but life will be (even) tougher for the travelling community in districts such as this which are essentially all Green Belt.

**Reason for decision:**

It is essential for this Council to respond to the CLG consultation. The experience gained through the initial preparation of the DPD as a result of the previous Government's Direction indicates that some of the ideas being proposed in the PPS are at best naïve and idealistic, and at worst completely impractical and unachievable. Government ministers and civil servants must be made far more aware of just how controversial and complex this subject is in this part of the country, and must be encouraged to revisit and substantially amend some of their proposed changes.

**Options considered and rejected:**

Not to respond to the consultation.

**Consultation undertaken:**

Director of Planning and Economic Development  
Director of Housing

**Resource implications:**

Budget provision: From existing resources

Personnel: From existing resources

Land: Unknown at present

Corporate Plan reference: Key Objective (KO) 2; KO 8

Relevant statutory powers: Planning and Compulsory Purchase Act 2004; Circular 01/2006: Planning for Gypsy and Traveller Caravan Sites; Circular 04/2007: Planning for Travelling Showpeople

Background papers: Planning for traveller sites (April 2011) – CLG consultation

Environmental/Human Rights Act/Crime and Disorder Act Implications: The draft circular emphasises (a) the protection of the Green Belt; (b) aligning G & T pitch provision more closely with other forms of housing; and (c) reducing tension between the settled and travelling communities.

Key Decision reference: (if required)