

Rugby Borough Council Gypsy and Traveller Accommodation Assessment Study

Final Report

August 2017

RRR Consultancy Ltd



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Executive Summary

Introduction

- S1. In April 2017 Rugby Borough Council commissioned *RRR Consultancy Ltd* to undertake a robust Gypsy and Traveller Accommodation Assessment Study (GTAAS) for the period 2017-2037. The results will be used as an evidence base for policy development in housing and planning and to inform the allocation of resources.
- S2. The requirement to assess the accommodation needs of Gypsies and Travellers and Travelling Showpeople is established through national guidance contained in Planning Policy for Travellers (DCLG, 2015).
- S3. This assessment covers need for caravans insofar as this relates to Gypsies, Travellers, and Travelling Showpeople.
- S4. It is important to note, that previous and current guidance documents are useful in helping guide the GTAAS process and how local authorities should address the needs of the different Gypsy and Traveller groups. This includes data collection and analysis following practice guidance set out by Communities and Local Government (DCLG) in recent 'Draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats' (March 2016), and 'Planning Policy for Traveller Sites' (August 2015).
- S5. To achieve the study aims, the research drew on a number of data sources including:
- Review of secondary information
 - Consultation with organisations involved with Gypsies and Travellers
 - Extensive face-to-face surveys of Gypsies and Travellers covering a range of issues related to accommodation and service needs.

Policy context

- S6. In August 2015, the Government published its amended planning policy for traveller sites, which replaced the previous guidance and circulars relating to Gypsies and Travellers and Travelling Showpeople. The guidance emphasised the need for local authorities to use evidence to plan positively and manage development. Whilst it is clear that the 2015 PPTS excludes those who have ceased to travel permanently as being Gypsies and Travellers (for planning purposes), it does not explicitly state how the new definition should be interpreted in relation to other factors such as whether families travel for economic or work purposes.
- S7. Given differences in interpretation of PPTS 2015 this GTAA provides two needs figures: first, one based on the accommodation needs of families who have *not permanently ceased to travel*; and second, one which considers the accommodation needs only of families who

travel in a caravan for work purposes. It is the first interpretation of PPTS 2015 i.e. based on households who have not permanently ceased to travel that this GTAA recommends is adopted by the local authority. This is because needs figures based only on households who travel in a caravan for work purposes are likely to underestimate need and be open to legal challenges

- S8. In March 2016, the Department of Communities and Local Government (DCLG) published its draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats. It states that, when considering the need for caravans and houseboats, local authorities will need to include the needs of a variety of residents in differing circumstances including, for example, caravan and houseboat dwelling households and households residing in bricks and mortar dwelling households.
- S9. The local authority planning policies outline the criteria by which the location of new Gypsy and Traveller accommodation should be determined. It is apparent that they consider it important to consider a range of factors including the sustainability of new sites e.g. proximity to local services, and the potential impact on the environment. However, it is likely that any revised local policies would reflect the findings of this GTAAS.

Population Trends

- S10. There are two major sources of data on Gypsy and Traveller numbers in the study area – the national DCLG Traveller Caravan Count, and local authority data. The DCLG count has significant difficulties with accuracy and reliability. As such, it should only be used to determine general trends – it is the survey undertaken as part of the GTAAS which provides more reliable and robust data.
- S11. Compared to neighbouring local authorities, the number of caravans recorded by the January 2017 caravan count (using July 2016 figures for Rugby), is high at 167 caravans (including 47 caravans on unauthorised sites). Similarly, when the population is taken into account the density of caravans in Rugby is relatively high compared to neighbouring local authorities.
- S12. A combination of local authority data and site visits indicates a total provision of 123 pitches across the study area including 54 occupied privately owned pitches, 19 local authority pitches, 16 unauthorised developments (whose temporary permission have lapsed), 8 potential pitches (pitches currently unoccupied, but which have the potential of being occupied by Gypsies and Travellers within the first five years), 5 pitches with temporary planning permission, and 3 vacant pitches. There are also 18 Gypsy and Traveller pitches which were occupied by non-Gypsies and Travellers at the time of the surveys (including 1 with temporary planning permission and 17 with permanent planning permission).
- S13. There was a total of 96 unauthorised encampments over the period January 2015 to April 2017 equating to an average of 10 per quarter. Excluding 'outliers' i.e. unauthorised encampments of unusual length, the average length of encampments was 5 days. Over nine tenths of all unauthorised encampments in the previous 3 years occurred in Rugby town. On

average, the number of unauthorised encampments within the borough has been steadily decreasing.

Stakeholder Consultation

- S14. A focus group undertaken with key stakeholders offered important insights into the main issues faced by Gypsies and Travellers, and Travelling Showpeople within the area. It was generally acknowledged that there is a lack of accommodation provision in the study area. Much of the accommodation need is due to growing families on existing pitches leading to overcrowding. Stakeholders recognised that cultural identity and lifestyles of different groups such as Gypsies, Travellers, and Travelling Showpeople may impact on the type of accommodation required.
- S15. Stakeholders commented on how it is important for all people to have a safe place to live. In doing so, councils should not only address accommodation need, but help improve existing sites (especially local authority sites).
- S16. Stakeholders stated that service providers such as local authorities and support agencies need to be more proactive than reactive in addressing needs such as providing permanent and transit accommodation or responding to negative public and political perceptions of Gypsies and Travellers. One stated that “being proactive is cheaper in the long-run than being reactive”.

Surveys of Gypsy and Traveller families

- S17. Between May 2017 and July 2017, a total of 81 surveys were undertaken by RRR Consultancy with Gypsy and Traveller families residing on authorised permanent and transit sites and families residing on sites with temporary planning permission.
- S18. Importantly, the survey suggested longevity of tenure with most of the families having lived on site for more than five years, and most not intending to move in the future. These findings emphasise the residential longevity of Gypsies and Travellers living in the study area. Satisfaction rates with sites and site locations were generally high with households residing on the local authority site the least satisfied. Most households stated that cost of pitches is not an issue.
- S19. In relation to accessing health services, all families were registered with a local doctor and none had been refused access to a GP. A small proportion of households stated that they experience health issues related to old age, mental illness, or long-term illnesses. No families stated that health treatments had been disrupted due to being moved on or evicted due to finding ways to access services whilst on the road. Most children of school age attend school and/or receive home tutoring. The importance of education is increasing partly due to changing work patterns. Respondent households were most likely to be self-employed although a relatively high proportion of households were retired or housewives.

- S20. Almost three quarters of respondents stated that they had travelled during the last 12 months in a caravan or trailer. The main reasons for travelling included for cultural reasons, to visit family or friends, to holiday, to visit events, and to work.
- S21. Perhaps unsurprisingly, most households stated that there are too few permanent Gypsy and Traveller pitches in the local areas although fewer stated that there is a need for transit pitches. This has led to some households stating that family members have moved away due to a lack of pitches. Around a half of households stated that their current site could be expanded to accommodate more pitches. In relation to accommodation need, only 1 household stated that they are likely to move within the next 5 years, whilst 18 households contain members who require separate accommodation, with most wanting to remain close to or nearby family. This reflects the cultural desire of Gypsies and Travellers to stay close to family.
- S22. From the evidence presented, the main issues concern the size of sites, a lack of transit provision, and the need for more sites. According to respondents, small family sites appear to work well avoiding conflict that can arise on larger sites with many different family groups. The main issues reported were related to obtaining planning permission and to preconceptions by the settled community about such applications. They spoke of how they feel safer on smaller sites, and how they are easier to manage and maintain. They also commented on how smaller sites are more accepted by the local settled community and lead to better integration.

Accommodation need

- S23. Accommodation need for the study area was assessed using analysis of primary and secondary data. The accommodation needs calculation steps were based on a model in accordance with both previous and current Practice Guidance issued by the Department of Communities and Local Government (DCLG). It contains seven basic components; five assessing need and two assessing supply, which are applied to each sub-group, based on secondary data.
- S24. Table S1 summarises accommodation need over the period 2017-37. It shows that a further 76 Gypsy and Traveller pitches (52 excluding households who do not travel for work) are needed over twenty years in the study area.
- S25. In relation Gypsies and Travellers, the main drivers of need are from newly forming families, families residing on overcrowded pitches, and psychological aversion of households living in bricks and mortar accommodation.

Table S.1: Summary of accommodation needs 2017-37

Period	G&T Pitches	TS Plots
Total 2017-22	35 (16)	0
Total 2022-27	12 (11)	0
Total 2027-32	14 (12)	0
Total 2032-37	15 (13)	0
Total 2017-37	76 (52)	0

Source: GTAAS 2017

(figures in brackets are needs excluding households who do not travel for work)

S26. In relation to transit provision, it is also recommended that the local authority has a corporate policy in place to address negotiated stopping places for small scale transient encampments, and that it continues to work with local authorities across the county to provide new transit provision.

Conclusions

S27. As well as quantifying accommodation need, the study also makes recommendations on key issues including:

- Develop a holistic vision for their work on Gypsies and Travellers, and Travelling Showpeople yards and embed it in Community and Homelessness Strategies, Local Plans and planning and reporting obligations under the Equality Act 2010.
- Provide regular training and workshop sessions with local authority and service provider employees (and elected members) help them to further understand the key issues facing the Gypsy and Traveller, and Travelling Showpeople yards communities.
- Formalise communication processes between relevant housing, planning and enforcement officers etc. in both the study area and neighbouring local authorities.
- Develop criteria and processes for determining the suitability of Gypsy and Traveller sites, and Travelling Showpeople yards, as indicated above for including in emerging/future Local Plans.
- Review existing provision for opportunities for expansion where suitable and appropriate.
- Authorities could consider helping to meet the needs of households unable to afford to own a site by renting or leasing small parcels of local authority owned land to them and assisting with planning applications and site development.
- To consider alternative site management structures as discussed by the Joseph Rowntree Foundation (JRF) (2016) research.
- To consider applying for funding for new sites under the HCA's 2015-18 Affordable Homes Programme (AHP).
- To consider alternative site funding mechanisms such as: site acquisition funds; loans for private site provision through Community Development Financial Institutions; and joint ventures with members of the Gypsy and Traveller community.

- To consider alternative options for developing new sites such as sites developed on a cooperative basis, shared ownership, or small sites owned by a local authority, but rented to families for their own use.
- In liaison with relevant enforcement agencies such as the police to develop a common approach to dealing with unauthorised encampments.
- Develop a common approach to recording unauthorised encampments which includes information such as location, type of location (e.g. roadside, park land etc.), number of caravans/vehicles involved, start date, end date, reason for unauthorised encampment (e.g. travelling through area, attending event, visiting family etc.), family name(s), and action taken (if any).
- Implement corporate policy to provide negotiated stopping arrangements to address unauthorised encampments for set periods of time at agreed locations.
- Encourage local housing authorities to include Gypsy and Traveller categories on ethnic monitoring forms to improve data on population numbers, particularly in housing.
- Better sharing of information between agencies which deal with the Gypsy and Traveller, and Travelling Showpeople.
- The population size and demographics of all two community groups can change rapidly. As such, their accommodation needs should be reviewed every 5 to 7 years.

1. Introduction

Study context

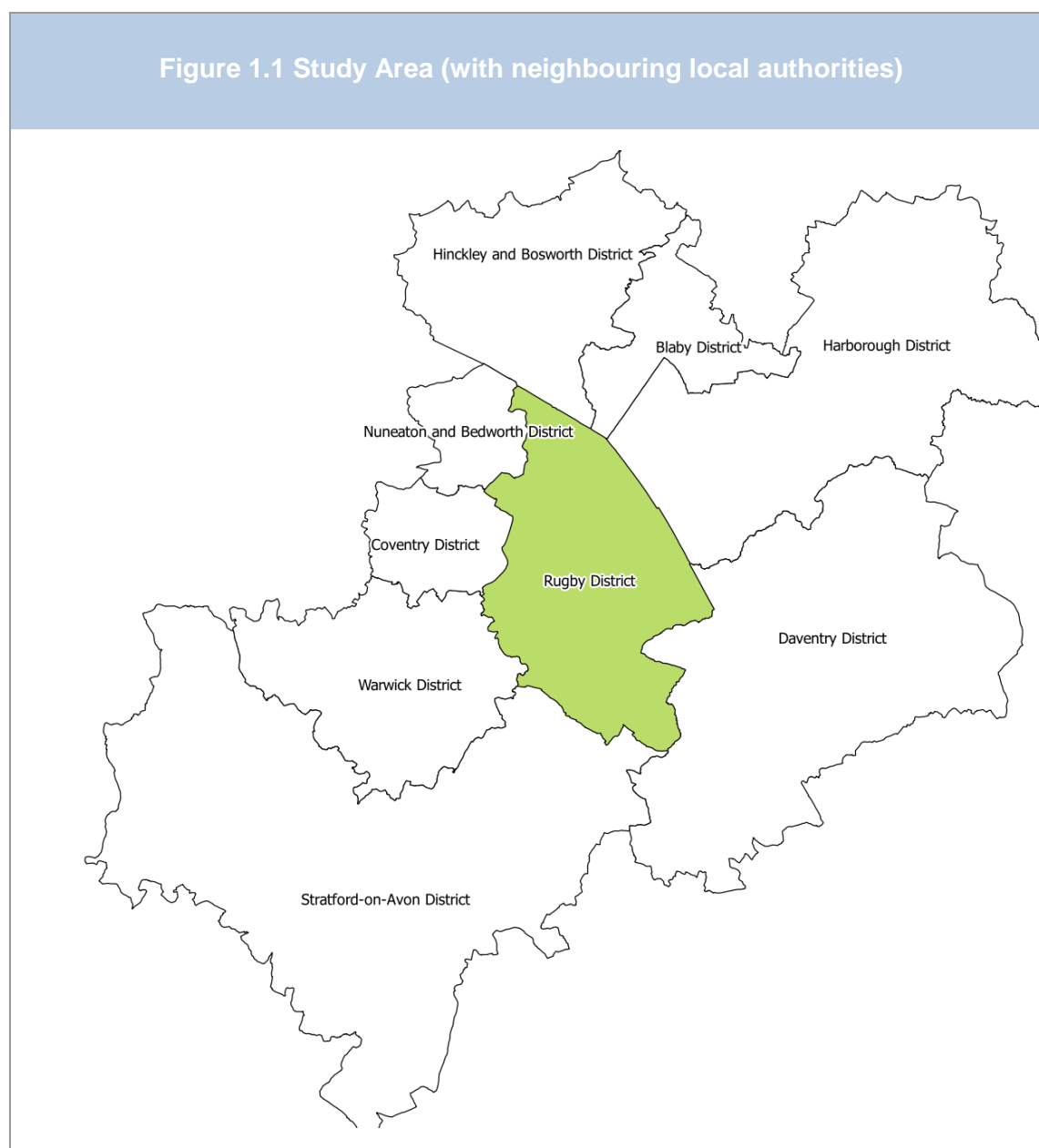
- 1.1 In April 2017 Rugby Borough Council commissioned *RRR Consultancy Ltd* to undertake a Gypsy and Traveller Accommodation Needs Assessment Study (GTAAS) for the period 2017-2037. The results will be used as an evidence base for policy development in housing and planning and to inform the allocation of resources.
- 1.2 The requirement to assess the accommodation needs of Gypsies and Travellers and Travelling Showpeople is established through national guidance contained in Planning Policy for Travellers (DCLG, 2015).

Methodological context

- 1.3 To achieve the study aims, the research drew on a number of data sources including:
 - Review of secondary information: a review of national and local planning policies and recently undertaken GTAAs, and analysis of secondary data. This included analysis of the most recently published (January 2017) DCLG Traveller Caravan Count to determine trends in the population of Gypsies and Travellers.
 - A focus group with key stakeholders and telephone interviews with stakeholders unable to attend the focus group. This provided qualitative data regarding the accommodation needs of Gypsies, Travellers, and Travelling Showpeople.
 - Extensive face-to-face surveys of Gypsies, Travellers and Travelling Showpeople, covering a range of issues related to accommodation and service needs. This key methodology determined an extensive range of data regarding enabling accommodation needs to be determined.
- 1.4 The above provided an extensive range of quantitative and qualitative data enabling a robust and reliable assessment of accommodation needs.

Geographical context

- 1.5 The following is a map of the GTAAS study area (shaded in green) with neighbouring authorities (unshaded).



Source: ONS 2016

Rugby Borough

- 1.6 The estimated population of the Rugby Borough area is 102,500 people (ONS 2016). According to the Council's Core Strategy (2011), the Borough of Rugby covers an area of 138 square miles located in central England, within the County of Warwickshire. The Borough is on the eastern edge of the West Midlands Region, bordering directly on to the counties of Northamptonshire and Leicestershire, both of which are in the East Midlands Region. The Borough has 41 parishes and the largest centre of population is the market town of Rugby with two thirds of the Borough's 91,000 residents living in the town and the remainder residing in the rural area. The villages in the Borough range in size from 20 to 3,000 people.

- 1.7 The focus for the Borough's large-scale employment sites is on the edge of the urban area of the Borough, principally to the north of town with proximity to Junction 1 of the M6. Whilst new distribution parks have sprung up in this area, Rugby has a number of smaller, older sites that accommodate small to medium manufacturing businesses that are generally located around the edge of the town centre. The wholesale and retail trade, and repair of motor vehicles and motorcycles is the Borough's largest economic sector employing around 16% of all employees. Other important sectors include transportation and storage (13%), education (10%), and professional, scientific and technical activities (10%)¹.
- 1.8 Rugby has benefited in recent years from its central position on the national motorway network. Proximity to the M1, M6, M45 and A14 gives Rugby a strong position whilst the A5 also provides sub regional connectivity. The Borough's train station situated on the edge of the town centre sits on the West Coast Main Line making London less than an hour away. There are direct links to Manchester, Liverpool, Glasgow and other northern destinations. There are also excellent links to Birmingham, Northampton and Milton Keynes. A few miles outside the town is the Daventry International Rail Freight Terminal, one of the key rail freight interchanges in Europe.
- 1.9 In relation to Gypsy and Traveller accommodation need the 2014 Rugby GTTA estimated a need for 24 additional pitches for the period 2014/13 to 2018/19, and 41 additional pitches for the period 2019 to 2033. It also identified the possible need for up to 7 transit pitches capable of accommodating 1 caravan and 1 towing vehicle per pitch. However, it was suggested that the number of transit pitches required in Rugby could be reduced if a proposed Warwickshire County Council transit site of 12 pitches was developed in Stratford district.
- 1.10 The 2014 GTAA found little evidence of migration into and out of Rugby by Travelling households. However, in Harborough District there are a number of large sites in and around Lutterworth, on the Rugby/Harborough border. This 2017 GTAA supersedes the 2014 GTAA by considering recent changes to planning guidance and legislation impacting on assessing the accommodation needs of Gypsies and Travellers.

Definition Context

- 1.11 It is essential to consider definitions relating to the Gypsy and Traveller population. According to Niner², there are three broad groupings of Gypsies and Travellers in England: traditional English (Romany) Gypsies, traditional Irish Travellers, and New Travellers. There are smaller numbers of Welsh Gypsies and Scottish Travellers. Romany Gypsies were first recorded in Britain around the year 1500, having migrated across Europe from an initial point of origin in Northern India.

¹ NOMIS, Rugby Labour Market Profile, May 2017

² Pat Niner (2004), Counting Gypsies & Travellers: A Review of the Gypsy Caravan Count System, ODPM, February 2004 located at <http://www.communities.gov.uk/documents/housing/pdf/158004.pdf>.

1.12 Gypsies and Irish Travellers have been recognised by the courts to be two distinct ethnic groups, so have the full protection of the Equality Act 2010. The courts made clear that travelling is not a defining characteristic of these groups, but only one among others. This is significant, because the majority of Britain's estimated 300,000 Gypsies and Travellers are thought to live in conventional housing, some by choice, and some because of the severe shortage of sites³.

1.13 However, in relation to planning. In August 2015, the DCLG amended its definition of Gypsies and Travellers, as set out below:

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.

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

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

1.14 Unlike Gypsies and Travellers, Travelling Showpeople are not considered to be an ethnic minority. Although some Gypsies and Travellers may earn a living as 'travelling showpeople', Travelling Showpeople as a group do not consider themselves to belong to an ethnic minority⁴.

1.15 According to DCLG (August 2015) guidance on planning policy for traveller sites, the definition of Travelling Showpeople is:

Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family's or dependants' more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily, but excludes Gypsies and Travellers as defined above.⁵

³ Commission for Racial Equality, *Common Ground Equality, good race relations and sites for Gypsies and Irish Travellers - Report of a CRE inquiry in England and Wales*, (Summary), May 2006, pages 3-4.

⁴ DCLG, *Consultation on revised planning guidance in relation to Travelling Showpeople*, January 2007, p. 8

⁵ DCLG, *Planning Policy for Traveller Sites*, August 2015.

- 1.16 Also, for the purposes of Gypsy and Traveller Accommodation Assessments (GTAASs), Travelling Showpeople are included under the definition of 'Gypsies and Travellers' in accordance with The Housing (Assessment of Accommodation Needs) (Meaning of Gypsies and Travellers) (England) Regulations 2006, and the draft guidance to local housing authorities on the periodical review of housing needs (March 2016). It recommends that Travelling Showpeople's own needs and requirements should be separately identified in the GTAAS⁶. To ensure it is following DCLG guidance, this GTAAS adheres to the definition of Gypsies, Travellers and Travelling Showpeople as defined by the DCLG 'Planning Policy for Traveller Sites' (August 2015) (see paragraphs above).

Summary

- 1.17 Whilst the Housing and Planning Act removes the requirement for all local authorities to carry out an assessment of the accommodation needs of Gypsies and Travellers, the August 2015 Planning Policy for Traveller Sites (PPTS) reiterates the need for local authorities to evidence the accommodation needs of Gypsies and Travellers and to determine the number, type and location of new provision. The PPTS amended the definition of Gypsies and Travellers for planning purposes.
- 1.18 The purpose of this assessment is to quantify the accommodation and housing related support needs of Gypsies, Travellers and Travelling Showpeople in the study area between 2016 and 2036. This is in terms of permanent pitches (and sites) and transit sites /negotiated stopping arrangements for Gypsies and Travellers, plots (and yards) for Travelling Showpeople. The results will be used to inform the allocation of resources and as an evidence base for policy development in housing and planning.
- 1.19 To achieve the study aims, the research drew on several data sources: a review of secondary information; consultation with organisations involved with Gypsy and Traveller and Travelling Showpeople issues and extensive surveys of Gypsies, Travellers and Travelling Showpeople. These provided an extensive range of quantitative and qualitative data enabling a robust and reliable assessment of accommodation needs.
- 1.20 Rugby is situated within the County of Warwickshire on the eastern edge of the West Midlands Region. The focus for the Borough's large-scale employment sites is on the edge of the urban area of the Borough, principally to the north of town with proximity to Junction 1 of the M6. The wholesale and retail trade, and repair of motor vehicles and motorcycles is the Borough's largest economic sector with similarly important sectors including transportation and storage, education, and professional, scientific and technical activities. Rugby has benefited in recent years from its central position on the national motorway network.

⁶ DCLG, *Planning Policy for Traveller Sites*, August 2015 and DCLG, *Draft Guidance to local housing authorities on the periodical review of housing needs (Caravans and Houseboats)* March 2016.

2. Policy context

Introduction

- 2.1 To assess the current state of play, existing documents have been examined to determine what reference is made to Gypsy and Traveller and Travelling Showpeople issues.
- 2.2 The intention is to highlight areas of effective practice in the study area, and examine the extent to which authorities are currently addressing the issue. Furthermore, understanding the current position will be important in the development of future strategies intended to meet accommodation need and housing related support need among Gypsies and Traveller and Travelling Showpeople.

National Policies

DCLG Planning Policy for Traveller Sites (PPTS) (August 2015)

- 2.3 In August 2015 the Government published its amended planning policy for traveller sites, which replaced the previous guidance and circulars relating to Gypsies and Travellers and Travelling Show People. The guidance emphasised the need for local authorities to use evidence to plan positively and manage development. The PPTS requires local authorities to work with neighbouring local authorities to determine transit and permanent pitch and plot targets. It states that in assembling the evidence base necessary to support their planning approach, local authorities should:
 - effectively engage with both settled and traveller communities
 - co-operate with traveller groups to prepare and maintain an up-to-date understanding of the likely permanent and transit/emergency accommodation needs of their areas
 - and use a robust evidence base to establish accommodation needs to inform the preparation of local plans and make planning decisions
- 2.4 There are some key differences between the March 2012 and August 2015 versions of the PPTS, including the weight which can be given to any absence of a five-year supply of permanent sites when deciding planning applications for temporary sites, and the weight which can be given to any absence of a five year supply of permanent sites when deciding planning applications for temporary sites⁷.
- 2.5 One important amendment relates to the change in the definitions of Gypsies, Travellers, and Travelling Showpeople. The August 2015 PPTS changed the definition to exclude

⁷ House of Commons Library, *Gypsies and Travellers: Planning Provisions*, Briefing Paper 07005, 4 January 2016 p.14.

households who have permanently ceased to travel – in effect, for planning purposes, PPTS regards such households as members of the settled community. As such, their accommodation needs are not considered as part of Gypsy and Traveller accommodation assessments, and so this is the approach taken in this ANA.

- 2.6 Whilst it is clear that the 2015 PPTS excludes those who have ceased to travel permanently as being Gypsies and Travellers (for planning purposes), it does not explicitly state how the new definition should be interpreted in relation to other factors such as whether families travel for economic or work purposes.
- 2.7 One interpretation is that ‘a nomadic habit of life’ means travelling for an economic purpose. Previous case law e.g. *R v Shropshire CC ex p Bungay* (1990) and *Hearne v National Assembly for Wales* (1999) has been used to support this point. However, there is nothing within PPTS which indicates that Gypsy or Traveller status (for planning purposes) is solely derived from whether there is any employment-related travelling. Also, such case law precedes the August 2015 definition change and it is believed that there has not yet been any caselaw in relation to the updated definition.
- 2.8 More recent Planning Inspectors’ reports have reached differing conclusions regarding whether the Gypsy and Traveller status (for planning purposes) should be based on patterns of employment-related nomadism. For example, a planning appeal decision regarding a site at Throcking, Hertfordshire, in 2016 concluded the appellant was not a Gypsy and Traveller for planning purposes as there was insufficient evidence “that he is currently a person of a nomadic habit of life”⁸ for employment purposes (i.e. he did not meet the August 2015 PPTS definition).
- 2.9 In contrast, some other Planning Inspectors’ reports have appeared to give less weight to the travelling status of Gypsies and Travellers. For example, an appeal decision regarding a site in Blythburgh, Suffolk, states that whilst the appellant had permanently ceased to travel, he is nonetheless an ethnic Romany gypsy with protected characteristics under the Equality Act 2010⁹. *RRR Consultancy* is also aware of current and potentially forthcoming legal challenges to the August 2015 PPTS definition. For example, the Community Law Partnership is preparing a legal challenge to the definition on behalf of a Gypsy woman. It is therefore *possible* that applying a strict employment-based interpretation of the August 2015 definition for planning purposes could lead to difficulties, but it is also possible that the legal challenge to PPTS could fail and the employment-based interpretation become more settled.
- 2.10 In the absence of caselaw on the current (2015) PPTS definition, the key conclusion to draw on this matter is that there is no firm, settled understanding of the extent to which nomadism

⁸ Appeal Ref: APP/J1915/W/16/3145267 Elmfield Stables, Thirty Acre Farm, Broadfield, Throcking, Hertfordshire, 6 December 2016.

SG9 9RD

⁹ Appeal Ref: APP/J3530/A/14/2225118, Pine Lodge, Hazels Lane, Hinton, Blythburgh, Suffolk IP17 3RF 1 March 2016.

for employment-related purposes is determinative of the planning status of a self-identifying Gypsy and Traveller. As the differing appeal decisions show, the facts of each individual case are very important in reaching a conclusion.

- 2.11 Given the above, our approach is to undertake a methodology which provides two needs figures: first, one based on the accommodation needs of families who have not permanently ceased to travel; and second, considers the accommodation needs only of families who travel in a caravan for work purposes. Using these methods will 'future-proof' the Accommodation Needs Assessment and ensure that the revised definition is applied in both a fair and objective manner. As such, the accommodation needs of Gypsies and Travellers are able to be determined in respect of the current definition that is both robust and reliable and minimises possible future challenges. Different GTAAs reach differing conclusions on this matter and it is for the Local Authorities to decide individually which approach to take for planning purposes. It is recommended that this be kept under review in the light of evolving appeal decisions and caselaw.

DCLG Draft Guidance on Housing Needs (March 2016)

- 2.12 In March 2016 DCLG published its draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats. It states that when considering the need for caravans and houseboats local authorities will need to include the needs of a variety of residents in differing circumstances, for example:

- Caravan and houseboat dwelling households:
 - who have no authorised site anywhere on which to reside
 - whose existing site accommodation is overcrowded or unsuitable, but who are unable to obtain larger or more suitable accommodation
 - who contain suppressed households who are unable to set up separate family units and
 - who are unable to access a place on an authorised site, or obtain or afford land to develop on.

- Bricks and mortar dwelling households:
 - Whose existing accommodation is overcrowded or unsuitable ('unsuitable' in this context can include unsuitability by virtue of a person's cultural preference not to live in bricks-and-mortar accommodation).

- 2.13 Importantly, in respect of this report, the draft guidance states that assessments should include, but are not limited to, Romany Gypsies, Irish and Scottish Travellers, New Travellers, and Travelling Showpeople.

- 2.14 The DCLG draft guidance (2016) recognises that the needs of those residing in caravans and houseboats may differ from the rest of the population because of:

- their nomadic or semi-nomadic pattern of life
- their preference for caravan and houseboat-dwelling
- movement between bricks-and-mortar housing and caravans or houseboats
- their presence on unauthorised encampments or developments.

2.15 Also, it suggests that as mobility between areas may have implications for carrying out an assessment local authorities will need to consider:

- co-operating across boundaries both in carrying out assessments and delivering solutions
- the timing of the accommodation needs assessment
- different data sources

2.16 Finally, the DCLG draft guidance (2016) states that in relation to Travelling Showpeople account should be taken of the need for storage and maintenance of equipment as well as accommodation, and that the transient nature of many Travelling Showpeople should be considered.

Housing and Planning Act 2016

2.17 The Housing and Planning Act, which gained Royal Assent on 12 May 2016, omits sections 225 and 226 of the Housing Act 2004, which previously identified ‘gypsies and travellers’ as requiring specific assessment for their accommodation needs when carrying out reviews of housing needs. Instead, the Act amends section 8 of the Housing Act 1985 governing the assessment of accommodation needs to include all people residing in or resorting to the district in caravans or houseboats. However, for planning purposes, as noted above, the DCLG Planning Policy for Traveller Sites (August 2015) still requires local authorities to identify the accommodation needs of Gypsies, Travellers and Travelling Showpeople.

Duty to cooperate and cross-border issues

2.18 The duty to cooperate was created in the Localism Act 2011. It places a legal duty on local planning authorities, county councils in England, and public bodies to engage constructively, actively and on an ongoing basis to maximise the effectiveness of Local Plan preparation relating to strategic cross boundary matters.

2.19 Local authorities are required to work together to prepare and maintain an up-to-date understanding of the likely permanent and transit accommodation needs for their areas. They should also consider the production of joint development plans to provide more flexibility in identifying sites, particularly if a local planning authority has special or strict planning constraints across its area.

2.20 As part of the production of this assessment, a Stakeholder Focus Group was held at which adjoining planning and housing authorities, representatives from the Police and Health and

Wellbeing officers were invited to discuss issues relevant to them relating to Gypsies, Travellers and Travelling Showpeople. The findings from the consultation are discussed in detail in Chapter 4.

Local Planning Policies

2.21 Policy CS22 of the Core Strategy (2011) states that the criteria to determine the suitability of proposed Gypsy and Traveller sites is as follows:

- the site will be assessed on a sequential approach to its location having regard to
- need (as identified in the 2008 GTAA or local assessment), and the site's suitability,
- availability and viability, in the following order of preference:
 - the site is within an Urban Area; before
 - the site is within a Main Rural Settlement; before
 - the site is within the Countryside;
 - the site is within the Green Belt.

2.22 It also states that evidence should be submitted with any planning application to demonstrate compliance with the requirements of this sequential approach:

- The site is cumulatively appropriate and proportionate in scale to the nearest settlements, its local services and infrastructure
- Vehicular access onto the site via the public highway is appropriate
- The site is capable of sympathetic assimilation into the surroundings
- If screening is required, suitable landscaping and planting will be provided and maintained by the developer; and
- Development of the site will not cause unacceptable nuisance to existing neighbours by virtue of noise and other disturbance caused by movement of vehicles to and from the site.

2.23 Finally, it states that only where national policy allows will development on Green Belt be permitted.

Gypsy and Traveller Accommodation Assessments (GTAAs)

2.24 Given the transient nature of Gypsies and Travellers it is important for the GTAA to consider Gypsy and Traveller accommodation need in neighbouring authorities. Also, the travelling patterns of Gypsies and Travellers transcend local authority boundaries. As such, the following section discusses the results of GTAAs recently undertaken by neighbouring and nearby local authorities specifically in relation to accommodation need and travelling patterns.

Coventry City Council GTAA 2015

2.25 The GTAA identifies a need for an additional 4 Gypsy and Traveller pitches over the period 2014-2019, and 6 additional pitches for the period 2019-2031. Based on 67 unauthorised encampments occurring between 2009 and 2014, the GTAA identifies a need for 6 transit pitches or temporary stopping places.

Leicestershire, Leicester and Rutland GTAA 2013

2.26 The Leicestershire, Leicester and Rutland authorities updated the GTAA in 2013 (Rutland Council and Hinckley and Bosworth Borough Council undertook their own separate GTAA studies and were not included in the report). The GTAA found a need for 119 pitches across the Leicestershire and Leicester study area for the period 2012 to 2017, 71 for the period 2017-22, 87 for the period 2022-27, and 81 for the period 2027-31. The GTAA also recommends a total of 75 transit pitches and 67 Travelling Showpeople plots for the period 2012-2031.

2.27 The GTAA found that there is a pattern of wider cross-county travel. They also found that there are several areas where counties meet and some unauthorised encampments in neighbouring counties serve to illustrate the need for collaboration. An unauthorised site near Sawley Marina, Nottinghamshire was attended by Leicestershire staff who had to liaise with Nottinghamshire staff for housing, and someone from Derbyshire for school places, because the area is on the border of those three counties.

Newcastle-under-Lyme, Stoke-on-Trent, Staffordshire Moorlands and Stafford Gypsy and Traveller and Travelling Showperson Accommodation Assessment (GTTSAA) 2015

2.28 The GTTSAA used two differing methods to determine Gypsy and Traveller accommodation need – an extrapolation method and demographic method. The GTTSAA estimates a need for 47 additional pitches for the period 2012/13 to 2026/27 using the extrapolation method, and 43 additional pitches using the demographic method. In relation to unauthorised encampments, in Newcastle-under-Lyme for the period September 2008 to end February 2015 (excluding 2012 for which no data is available) there was a total of 43 encampments. In Stoke-on-Trent there was a total of 111 encampments over the 57 month period January 2010 to September 2014. Overall, analysis of unauthorised encampment data and contextual information indicated the need for a minimum of 10 transit pitches across the study area with each pitch being able to contain a caravan and towing vehicle.

Nuneaton and Bedworth Gypsy and Traveller and Travelling Showpeople Accommodation Assessment (GTTSAA) 2016

2.29 The GTTSAA states that there is no additional accommodation need for the period 2016-2021. However, there is a need of 22 additional Gypsy and Traveller pitches for the period 2021-2031. The GTTSAA does not identify any additional need for Travelling Showpeople

plots for the period 2016-2031. According to the GTTSAA between January 2013 to December 2015 there were a total of 60 unauthorised encampments. As such, it suggests that there is a need for 5 transit pitches capable of accommodating 10 caravans.

Stratford on Avon District Gypsy and Traveller Accommodation Assessment Update (GTAAU) 2016

- 2.30 According to the GTAAU the objective of the review is to provide up-date evidence in respect of accommodation needs for the Stratford-on-Avon District Gypsy and Traveller Local Plan. The study was comprised of four stages including a collation and review of existing information and literature; stakeholder consultation; a survey of Gypsies and Travellers and Travelling Showpeople; and calculation of needs and report production. A total of 49 interviews were carried out with occupants of the sites within the District. 19 were either unavailable or did not wish to take part in the review, stating they had no accommodation need. It states that there are currently 74 permanent pitches within the district of which 25 were vacant at the time of the GTAA update. The update suggests that over the last ten years accommodation need has mainly derived from outside the district and county boundaries although this need has been balanced by those families who left the district following the closure of the tolerated site at Friday Furlong in Bidford-on-Avon in 2013. According to the GTAAU, there is a net need for 19 additional pitches for the 10-year period 2016-2026. In relation to transit needs, the GTAAU indicates that there is a need for one transit site able to accommodate up to 8 caravans.

Warwick Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessment (GTTSAA) 2012

- 2.31 The GTTSAA identifies a need for an additional 31 Gypsy and Traveller pitches, and no Travelling Showpeople plots, over the period 2012-2026. In relation to unauthorised encampments, records indicated that there were 72 separate encampments between 2009 and 2012. As such, it suggests a need for 12 transit pitches within the district.

West Northamptonshire Travellers' Accommodation Needs Study (TANS) (2017)

- 2.32 The West Northamptonshire TANS calculates accommodation needs figures based on families who meet the CLG August 2015 definition, families who do not, and those families whose status is unknown. According to the TANS, for the period 2016-2031 there is no additional accommodation need in relation to families who meet the definition, between nil and 21 pitches for families who do not meet the definition, and between nil and 10 pitches for families whose status is unknown. It also states that there is a need for an additional 6 Travelling Showpeople plots for families who meet the planning definition. According to stakeholders, in relation to travelling patterns and unauthorised encampments, the area is popular, particularly as there are large numbers of housed Travellers in the larger towns (Kettering, Wellingborough, Corby and Northampton) and many will come to visit them and camp at the side of the road. The area is also centrally situated and has good access to M6, M1, A14 and Travellers have traditionally moved through the area. There were 145

encampments in the previous financial year with Section 61 of the Criminal Justice and Public Order Act being used on 14 occasions.

Summary

- 2.33 DCLG Planning Policy for Traveller Sites (August 2015) emphasises the need for local authorities to use evidence to plan positively and manage development. The Housing and Planning Act 2016 amends section 8 of the Housing Act 1985 governing the assessment of accommodation needs to include all people residing in or resorting to the district in caravans or houseboats. However, for planning purposes, as noted above, the DCLG Planning Policy for Traveller Sites (August 2015) still requires local authorities to identify the accommodation needs of Gypsies, Travellers and Travelling Showpeople.
- 2.34 The local planning policies of the study area local authorities outline the criteria by which the location of new Gypsy and Traveller accommodation should be determined. It is apparent that they consider it important to consider a range of factors including the sustainability of new sites e.g. proximity to local services, and the potential impact on the environment. However, it is likely that any revised local policies would reflect the findings of this GTAAS.
- 2.35 Given the cross-boundary characteristic of Gypsy and Traveller accommodation issues, it is important to consider the findings of GTAAs produced by neighbouring local authorities. GTAAs recently undertaken by neighbouring local authorities suggest that there remains Gypsy and Traveller accommodation need throughout the region.

3. Trends in the population levels

Introduction

- 3.1 This section examines population levels in the GTAAS study area and population trends. The primary source of information for Gypsies and Travellers (including Travelling Showpeople) in England is the DCLG Traveller Caravan Count. This was introduced in 1979 and places a duty on local authorities in England to undertake a twice-yearly count for the DCLG on the number of Gypsy and Traveller caravans in their area. The count was intended to estimate the size of the Gypsy and Traveller population for whom provision was to be made and to monitor progress in meeting need.
- 3.2 Although the duty to provide sites was removed in 1994, the need for local authorities to conduct the count has remained. There are, however, several weaknesses with the reliability of the data. For example, across the country counting practices vary between local authorities, and the practice of carrying out the count on a single day ignores the rapidly fluctuating number and distribution of unauthorised encampments. Also, some authorities include Travelling Showpeople in the same figures as the Gypsies and Travellers and others distinguish between the groups and others don't include Travelling Showpeople.
- 3.3 Significantly, the count is only of caravans and so Gypsies and Travellers living in bricks and mortar accommodation are excluded. It should also be noted that pitches often contain more than one caravan, typically two or three.
- 3.4 However, despite concerns about accuracy, the count is valuable because it provides the only national source of information about numbers and distribution of Gypsy and Traveller caravans. As such, it is useful for identifying trends in the Gypsy and Traveller population, if not determining absolute numbers.
- 3.5 Additional data on unauthorised encampments has been gathered by the study area authorities for the purpose of both assessing need and monitoring the effectiveness of enforcement approaches and providing a good overview of the numbers of unauthorised caravans in the past three years in the study area.
- 3.6 This data has been used in conjunction with the DCLG Traveller Caravan Count figures. It is worth noting that since this monitoring tends to be more comprehensive than many local authorities the relative number of unauthorised caravans counted in the study area as compared to other counties and regions may be higher although more accurate.

3.7 The DCLG Count includes data concerning both Gypsies and Travellers sites¹⁰. It distinguishes between caravans on socially rented authorised, private authorised, and unauthorised pitches. Unauthorised sites and pitches are broken down as to whether they are tolerated or not tolerated. The analysis in this chapter includes data from January 2015 to January 2017.

Population

3.8 The total Gypsy and Traveller population living in the UK is unknown, with estimates for England ranging from 90,000 and 120,000¹¹ (1994) to 300,000¹² (2006). There are uncertainties partly because of the number of different definitions that exist, but mainly because of an almost total lack of information about the numbers of Gypsies and Travellers now living in bricks and mortar accommodation. Estimates produced for the DCLG suggest that at least 50% of the overall Gypsy and Traveller population are now living in permanent housing.

3.9 Local authorities in England provide a count of Gypsy and Traveller caravans in January and July each year for the DCLG. The January 2017 Count (the most recent figures available) indicated a total of 22,004 caravans. Applying an assumed three person per caravan¹³ multiplier would give a population of over 66,000.

3.10 Again, applying an assumed multiplier of three persons per caravan and doubling this to allow for the numbers of Gypsies and Travellers in housing,¹⁴ gives a total population of around 132,000 for England. However, given the limitations of the data this figure can only be very approximate, and is likely to be a significant underestimate.

3.11 For the first time, the national census, undertaken in 2011, included the category of 'Gypsy or Irish Traveller' in the question regarding ethnic identity. The 2011 Census suggests there were 160 Gypsies and Travellers living in the study area representing around 0.16% of the usual resident population.¹⁵

¹⁰ . Data regarding Travelling Showpeople is published separately by the DCLG as 'experimental statistics'.

¹¹ J. P. Liegeois, (1994) *Romas, Gypsies and Travellers* Strasbourg: Council of Europe. This is equivalent to 0.15% to 0.21% of the total population.

¹² Commission for Racial Equality, *Common Ground Equality, good race relations and sites for Gypsies and Irish Travellers - Report of a CRE inquiry in England and Wales*, (Summary), May 2006, pages 3-4.

¹³ Niner, Pat (2003), *Local Authority Gypsy/Traveller Sites in England*, ODPM.

¹⁴ Ibid.

¹⁵ See ONS 2011 Census Table KS201EW Ethnic Group located at: <http://www.ons.gov.uk/>

Table 3.1 Gypsy and Traveller Population			
	Population (no.)	G&T Pop (no.)	G&T Pop (%)
Rugby	102,500	160	0.16%

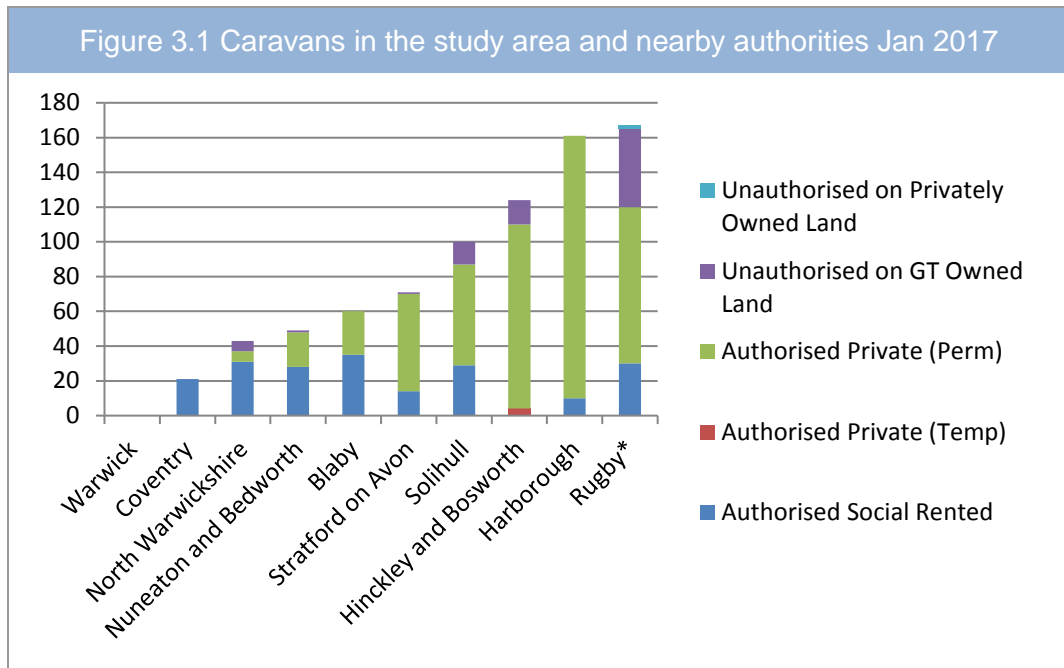
Source: NOMIS 2017

3.12 It is also possible to determine the Gypsy and Traveller population within the study area by tenure. Table 3.2 shows that the tenure of 43 Gypsies and Travellers representing around a quarter of the 160 Gypsies and Travellers recorded by the 2011 census. It is assumed that the remaining three quarters of Gypsies and Travellers were residing on sites at the time of the 2011 Census. The most common tenure is social rented housing occupied by over half (51%) of the population, followed by around a quarter (26%) who own the housing they occupy, and around a quarter (23%) who rent privately.

Table 3.2 Gypsy and Traveller Population by tenure								
	Social rented		Owned		Private rented		Total	
	No.	%	No.	%	No.	%	No.	%
Rugby	22	51%	11	26%	10	23%	43	100%

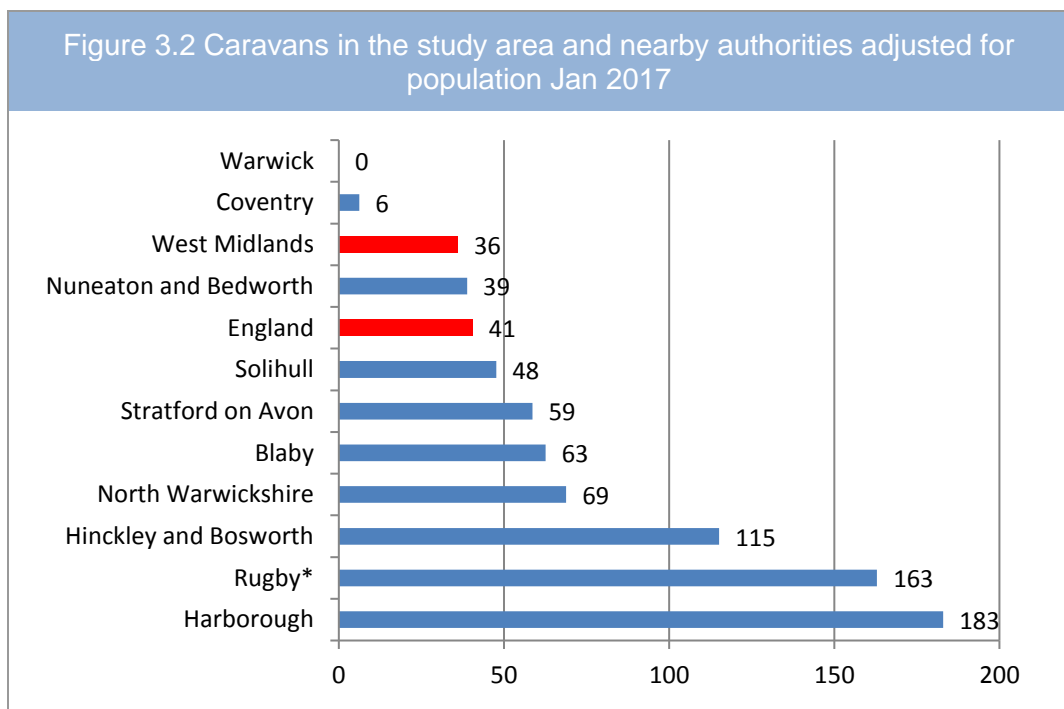
Source: NOMIS 2017

3.13 Figure 3.1 shows Rugby's Traveller Caravan Count in the context of nearby authorities (please note that as the January 2017 Count shows no figures for Rugby, the July 2016 Count figures have been used). As the chart below shows, there is some variation in the number of caravans in each local authority with no caravans recorded in Warwick. Five local authority areas (Coventry, North Warwickshire, Nuneaton and Bedworth, Blaby, and Stratford on Avon) recorded a count of less than the average of 80 caravans. In contrast, four local authority areas (Solihull, Hinckley and Bosworth, Harborough, and Rugby) recorded higher than average counts with the most caravans (167) recorded in Rugby.



Source: DCLG Traveller Caravan Count, Jan 2017

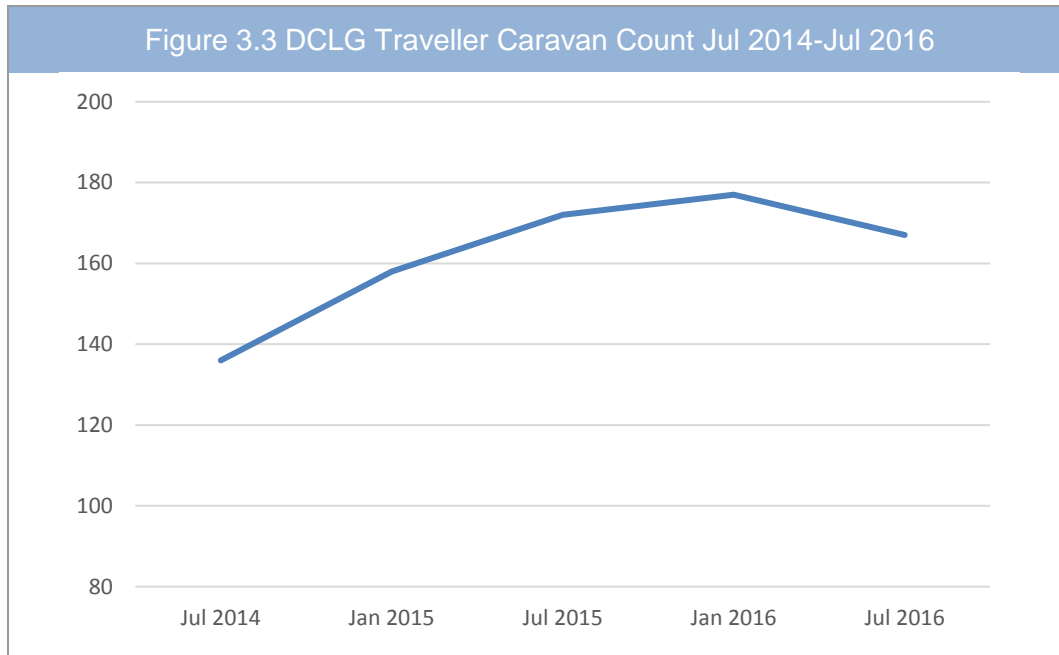
3.14 Similarly, Figure 3.2 shows that when the population is taken into account the density of caravans varies widely. Warwick (0 caravans per 100,000 population) is very much below the regional average of 36 caravans per 100,000 population. In contrast, Hinckley and Bosworth (115 caravans per 100,000 population), Rugby (163), and Harborough (183) are above it.



Source: DCLG Traveller Caravan Count, Jan 2017

3.15 Figure 3.3 shows that the total number of caravans recorded in Rugby has varied over the period July 2014 to July 2016 (the January 2017 CLG Count was not used as it did not record

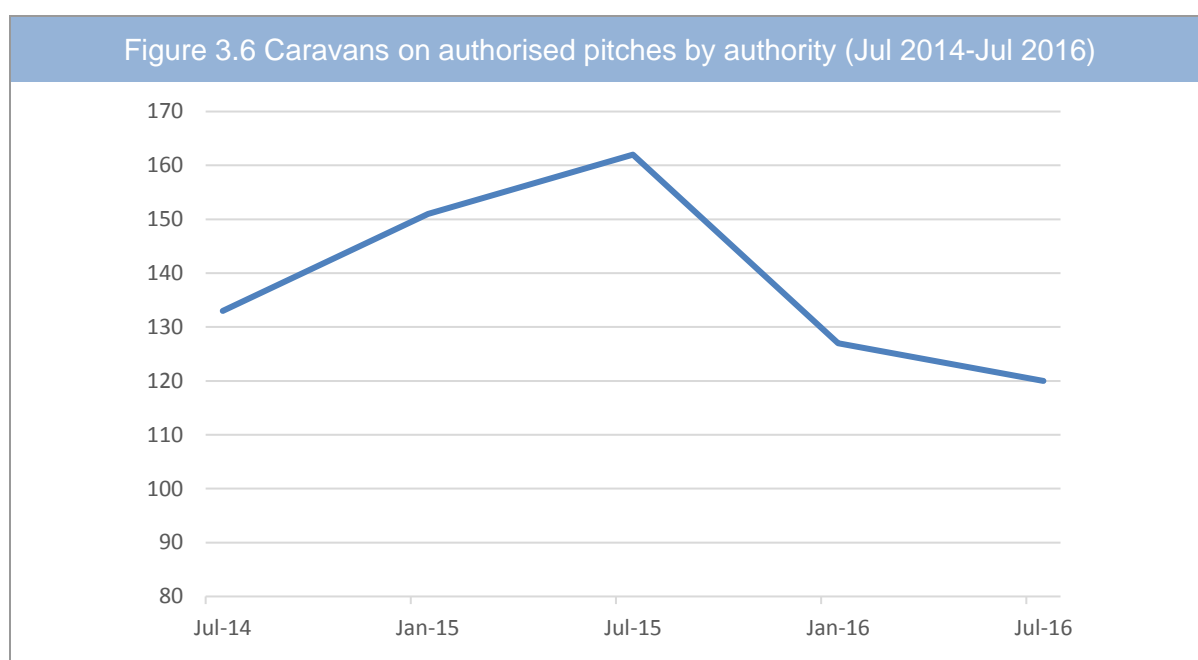
any caravans in Rugby). The number of caravans recorded by the 5 Counts in Rugby ranged from a low of 136 in July 2014 to a high of 177 in January 2016. It then slightly declined to 167 caravans in July 2016.



Source: DCLG Traveller Caravan Count, Jul 2016

DCLG data on authorised sites

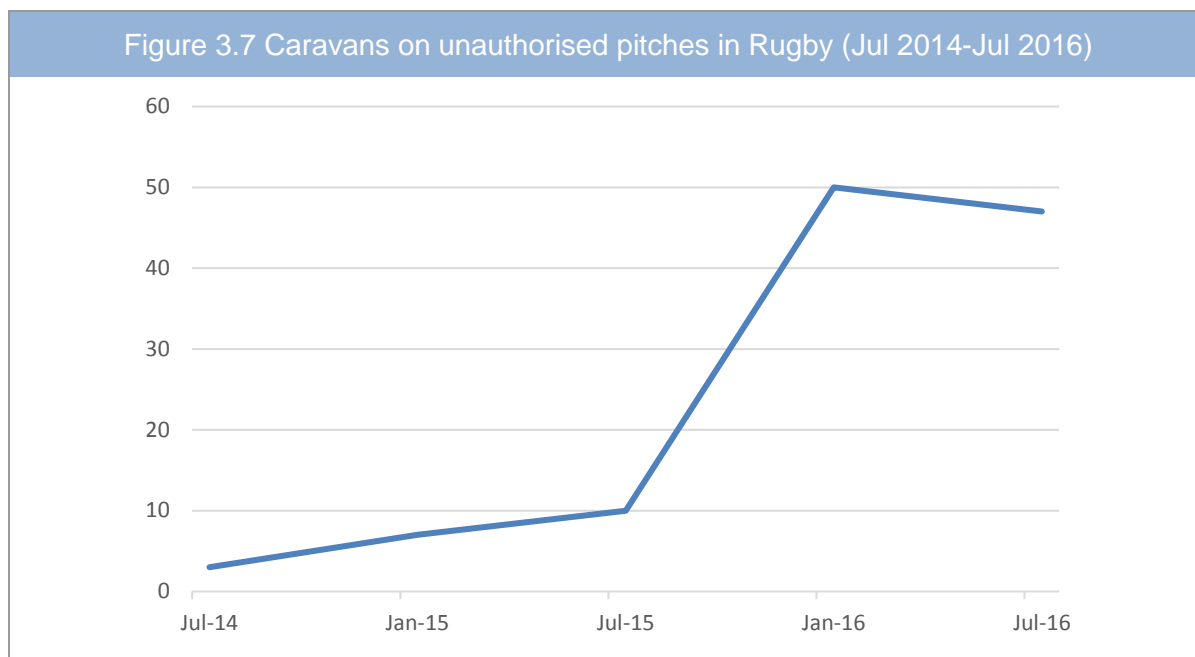
3.16 As seen in Figure 3.6 below, the number of caravans on authorised pitches recorded in the study area by the DCLG Traveller Count varied between the period July 2014 to July 2016 averaging 139 caravans. The number of caravans on authorised sites in Rugby peaked at 162 in July 2015 before declining slightly to 120 in July 2016.



Source: DCLG Traveller Caravan Count, Jul 2016

DCLG data on unauthorised sites

- 3.17 The DCLG count records the number of caravans situated on unauthorised sites (i.e. sites without planning permission) within the study area. The DCLG data on unauthorised encampments is of limited accuracy. For example, caravans on unauthorised sites may be more likely to be observed in more populated, urban areas compared with less populated rural areas. However, the data may indicate general trends (although it should be noted that the DCLG count caravans on unauthorised sites, whilst the study area local authority data records the number of encampments). The numbers below include unauthorised caravans on both Gypsy-owned and non-Gypsy land, and which are tolerated (meaning that no enforcement action is currently being taken) and not tolerated.
- 3.18 Figure 3.7 indicates the number of unauthorised caravans throughout the district over the period July 2014 to July 2016. It shows that the number of unauthorised caravans recorded by the DCLG Traveller Count within district remained fairly low between July 2014 and July 2015. However, it increased substantially to 50 caravans on unauthorised pitches in January 2016 before declining slightly to 47 caravans in July 2016. This could indicate unmet need within the district.

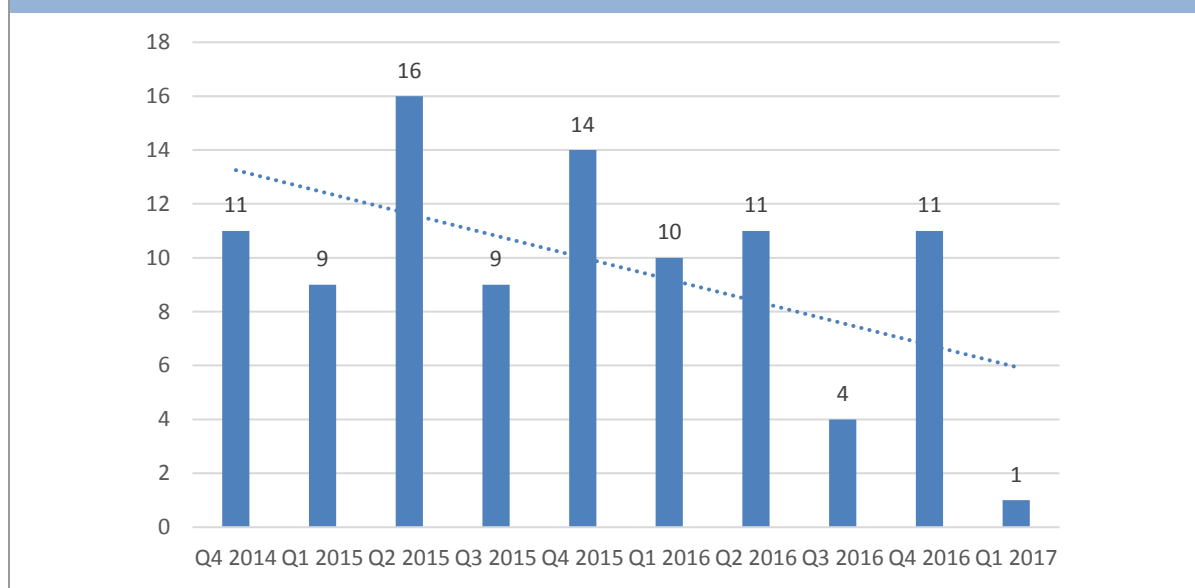


Source: DCLG Traveller Caravan Count, Jul 2016

Local authority data on unauthorised encampments

- 3.19 As previously noted, the DCLG data on unauthorised encampments (i.e. caravans residing temporarily on 'sites' without planning permission) is of limited accuracy, although it may indicate general trends. Rugby Borough Council keep more detailed records of unauthorised encampments. Figure 3.8 shows the number of unauthorised encampments in the study area and neighbouring local authorities for the period January 2015 to April 2017. There was a total of 96 unauthorised encampments over the period equating to an average of 10 per quarter. The lowest number of unauthorised encampments in a full quarter was 4 which occurred between October to December 2016. The highest number of unauthorised encampments was 16 which occurred in July to September 2015. The dotted trendline on Figure 3.8 shows that, on average, the number of unauthorised encampments within the borough has been steadily decreasing.
- 3.20 The average length of encampments was 26 days. However, this includes 'outliers' in the form of an unauthorised encampment in Ryton-On-Dunsmore which lasted 301 days, and an unauthorised encampment in Shilton which lasted 455 days. Once these are removed from analysis, the average number of days each encampment lasted is reduced to 5 days. As Table 3.3 shows, over nine tenths (91%) of all unauthorised encampments in the previous 3 years occurred in Rugby town.

Figure 3.8 Caravans on unauthorised pitches in Rugby per quarter Q4 2014-Q1 2017



Source: Rugby BC 2017

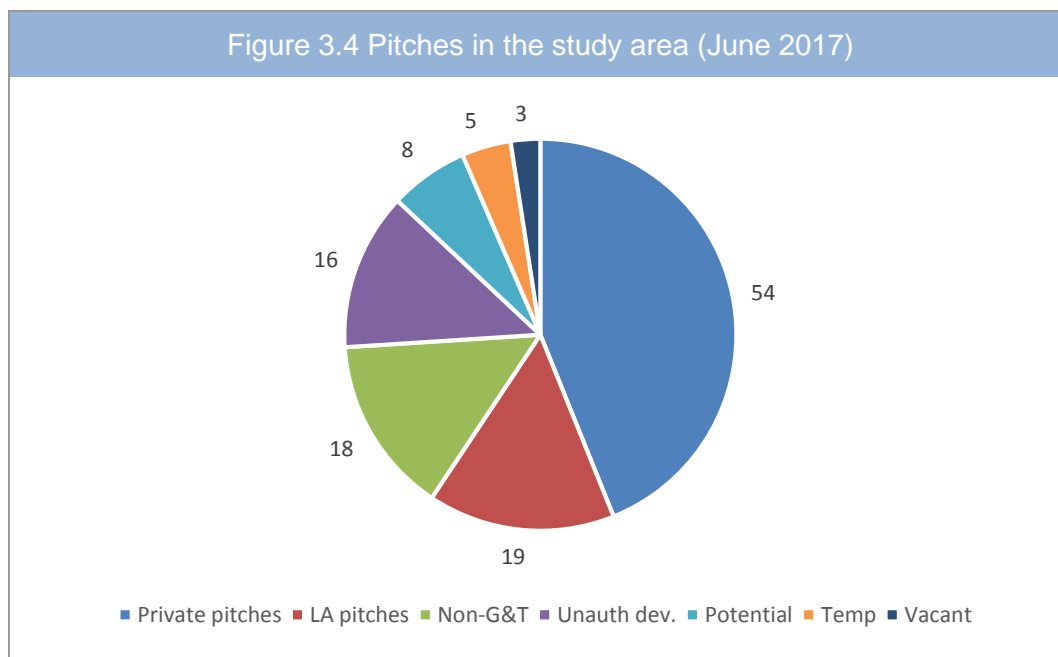
Table 3.3 Unauthorised encampments by location Q4 2014-Q1 2017

	No.	%
Rugby	87	91%
Shilton	2	2%
Brandon	1	1%
Clifton Upon Dunsmore	1	1%
Dunchurch	1	1%
Lawford Heath	1	1%
Long Lawford	1	1%
Ryton-On-Dunsmore	1	1%
Wolston	1	1%
Total	96	100%

Source: Rugby BC 2017

Pitches within the study area

3.21 The following charts are based on local authority data and site visits. Figure 3.4 shows a total provision of 123 pitches across the study area including 54 occupied privately owned pitches, 19 local authority pitches, 16 unauthorised developments (whose temporary permission have lapsed), 8 potential pitches (pitches currently unoccupied, but which have the potential of being occupied by Gypsies and Travellers within the first five years), 5 pitches with temporary planning permission, and 3 vacant pitches. There are also 18 Gypsy and Traveller pitches which were occupied by non-Gypsies and Travellers at the time of the surveys (including 1 with temporary planning permission and 17 with permanent planning permission).



Source: GTAAS 2017

Travelling Showpeople

- 3.22 Data is also available in the study area from planning data showing provision for Travelling Showpeople. The study area currently contains no plots. The cultural practice of Travelling Showpeople is to live on a plot in a yard in static caravans or mobile homes, along with smaller caravans used for travelling or inhabited by other family members (for example, adolescent children). Their equipment (including rides, kiosks and stalls) is usually kept on the same plot.
- 3.23 It should consequently be borne in mind that the amount of land needed to live on is greater than for Gypsies and Travellers. For clarity, we refer to Travelling Showpeople 'plots' rather than 'pitches', and 'yards' rather than 'sites' to recognise the differences in design.

Summary

- 3.24 There are two major sources of data on Gypsy and Traveller numbers in the study area – the national DCLG Traveller Caravan Count, and other local authority data. The DCLG count has significant difficulties with accuracy and reliability. As such, it should only be used to determine general trends.
- 3.25 Compared to neighbouring local authorities, the number of caravans recorded by the January 2017 caravan count (using July 2016 figures for Rugby), is high at 167 caravans (including 47 caravans on unauthorised sites). Similarly, when the population is taken into account the density of caravans in Rugby is relatively high compared to neighbouring local authorities.
- 3.26 The data indicates total provision of 123 pitches, across the study area including 54 occupied privately owned pitches, 19 local authority pitches, 16 unauthorised developments (whose temporary permission have lapsed), 8 potential pitches (pitches currently unoccupied, but

which have the potential of being occupied by Gypsies and Travellers within the first five years), 5 pitches with temporary planning permission, and 3 vacant pitches. There are also 18 Gypsy and Traveller pitches which were occupied by non-Gypsies and Travellers at the time of the surveys (including 1 with temporary planning permission and 17 with permanent planning permission).

- 3.27 There was a total of 96 unauthorised encampments over the period January 2015 to April 2017 equating to an average of 10 per quarter. Excluding 'outliers' i.e. unauthorised encampments of unusual length, the average length of encampments was 5 days. Over nine tenths of all unauthorised encampments in the previous 3 years occurred in Rugby town. On average, the number of unauthorised encampments within the borough has been steadily decreasing.

4. Stakeholder consultation and duty to cooperate

Stakeholder consultation

Introduction

- 4.1 Consultations with a range of stakeholders were conducted between May 2017 and July 2017 to provide in-depth qualitative information about the accommodation needs of Gypsies, Travellers, and Showpeople. The aim of the consultation was to obtain both an overall perspective on issues facing these groups, and an understanding of local issues that are specific to the study area.
- 4.2 In recognition that Gypsy and Traveller issues transcend geographical boundaries and the need to cooperate in addressing the needs of Gypsies and Travellers, a focus group session, and email and telephone consultation was undertaken with stakeholders and representatives from the study area and neighbouring local authorities. This included District and County Council officers with responsibility for Gypsy and Traveller issues (including planning officers, housing officers, education, and enforcement officers), police, health services, the regional Travelling Showman's Guild, and Gypsy and Traveller site managers.
- 4.3 Themes raised through the consultations included: the need for additional provisions and facilities; travelling patterns; the availability of land; accessing services; and work taking place to meet the needs of Gypsies and Travellers. This chapter presents brief summaries of the focus group and face-to-face and telephone consultation with stakeholders and highlights the main points that were raised. Where relevant, the points raised are considered further in relation to the analysis in Chapter 8.

Accommodation needs

- 4.4 Stakeholders spoke about the need for more pitches in local areas, the need for expansion of sites, and how families want to stay together. It was also suggested that sites should not be too large due to a risk of conflict. In relation to the ideal size of pitches it was suggested that there is no one agreed size and that whilst on one level this is right as different people have different needs, this can lead to confusion as to gauging the level of provision and need. A stakeholder from a neighbouring authority stated:

There is a lack of available sites, particularly for Gypsies and Travellers as opposed to Travelling Showpeople. In our area we have a high need but poor supply of Gypsy and Traveller sites, and a particular lack of any social rented sites.

- 4.5 A key issue is the growth of family units which is leading to overcrowding and demand for more permanent sites. Stakeholders commented on how accommodation need and demand are different and it can be difficult to differentiate need from demand. Gypsies and Travelers have cultural and nomadic needs which influence the type of sites and accommodation provision required. It was discussed how the needs and demands of different groups (Gypsies and Travellers, Travelling Showpeople, and those households not meeting the new definition) need to be assessed separately.
- 4.6 It was confirmed by stakeholders and the Showman's Guild that there are no Showpeople yards in the study area and only one known Showperson family who reside on a private pitch (the Showperson is married to a Romany Gypsy). Stakeholders commented on how Showpeople visit the area to host their events, but when they do they usually reside on the land they the event is being hosted on for the duration of the event.
- 4.7 Stakeholders discussed how the complexity of the Travelling community goes beyond ethnicity and travelling patterns. Stakeholders commented on how there are not only cultural differences between Romany Gypsy and Irish Travellers that need to be taken into account when considering accommodation need, but also differences between individual families.
- 4.8 Some stakeholders suggested that it is preferable to have separate provision for Romany Gypsies and Irish Travellers. It was acknowledged that this meant that the accommodation needs of some families may not be met if their ethnic identity differed from families already occupying a particular site. It was recognised that some sites in the study area, and to a lesser extent sites in neighbouring authorities, accommodate both Irish Travellers and Romany Gypsies. Unusually, one local site also contains a combination of both local authority pitches, privately rented pitches, and owned pitches. Whilst most mixed sites are well managed issues sometimes arise. Whilst a few mixed sites are occupied by both Romany Gypsies and Irish Travellers due to inter-marriage, most occur due to a lack of choice and a lack of affordability.
- 4.9 It was noted that although Gypsies and Travellers primarily prefer small family sites, it can be quicker and cheaper for local authorities to provide larger sites. However, it was suggested that larger sites can be more difficult to maintain and can lead to issues around community cohesion. Generally, it was thought that there tends to be less public opposition to the provision of new small sites compared with larger ones. Issues that can arise on larger sites include conflict between families, high turnover, and costs of repairs and maintenance. In the longer run, families moving away from a larger site due to conflict create need for accommodation elsewhere.
- 4.10 The planning process and status of planning permission was also discussed as a key issue facing families in the area. Rugby was regarded as being the most active local authority in terms of site provision in the county, but this was primarily based on high level of temporary and personal permissions. Some stakeholders commented on how whilst it is positive that the local authority frequently grants planning permission to new sites, temporary and

personal planning permissions may lack the security that families require and lead to higher costs due to ongoing need to keep applying for planning permission after each temporary permission runs out.

- 4.11 It was noted that Gypsies and Travellers frequently sell land to non-Gypsies and Travellers. This can lead to a change in the planning status of sites. Also, some site owners rent pitches to non-Gypsies and Travellers. This leads to less supply and objections from local communities when planning applications for new sites are submitted. One stakeholder stated that this makes it harder for other Gypsy and Traveller families to gain planning permission and encourages local authorities to grant personal planning permission rather than full permission.
- 4.12 Stakeholders commented on the availability and affordability of land for Gypsies and Travellers. Most sites put forward for development are located in the green belt area. This is due to affordability as green belt land cannot be developed without meeting strict planning criteria and so is cheaper. This is a key barrier to new sites as local authorities are restricted in granting planning permission in green belt areas.
- 4.13 According to stakeholders, previously, and to some extent today, meeting the needs of affordable housing was difficult. However, it is now frequently provided as part of planning gain agreements with housing developers. It was suggested that similar agreements between local authorities and developers could be used to provide new Gypsy and Traveller sites.
- 4.14 Stakeholders stated that there is a lack of communication between site owners, site occupants, local authorities (including housing, benefits, planning departments etc), and service providers. Better communication would lead to better monitoring and meeting needs in relation to accommodation, health, education etc. for both Gypsies and Travellers residing on sites and on the roadside.
- 4.15 Stakeholders agreed that it can be very difficult to measure or estimate the number of Gypsy and Traveller families residing in bricks and mortar accommodation. They spoke about limited awareness of Gypsy and Traveller families in housing and acknowledged that there are clear gaps in information. They spoke of how families living in bricks and mortar accommodation were likely to constitute 'hidden' demand or need. The knowledge they did have was primarily due to either working with those families with need of some form of support (educational, planning and/ or health). They commented how, as with those on sites, and on some cases even on unauthorised encampments, they tend to only become aware of them when there is an issue of need or disturbance.
- 4.16 It was acknowledged that whilst some families adapted well to living in bricks and mortar accommodation some struggled. In particular, it was suggested that families with children attending school may resort to hiding their identity in order to avoid bullying and harassment. It was noted that Gypsy and Traveller children living in bricks and mortar accommodation were more likely to attend secondary school compared to those living on sites.

- 4.17 Similarly, it was suggested that Gypsy and Traveller families living in bricks and mortar accommodation may not identify themselves as such in order to avoid discrimination when trying to gain employment. However, it was noted that even when living in bricks and mortar accommodation travelling was important for families. One stakeholder spoke about how some Gypsies and Travellers would prefer to live on site but reside in bricks and mortar accommodation to avoid social stigma and to improve the health and education opportunities of children.
- 4.18 It was also acknowledged that the type of housing and financial situation of the family impacts on whether they successfully adapt or not to residing in bricks and mortar accommodation. Gypsies and Travellers residing in terraced housing (especially small, terraced, social rented housing in urban areas), are less likely to adapt. In contrast, families residing in large privately-owned housing in rural areas with access to land are more likely to adapt. Sometimes, houses occupied by Gypsy and Traveller families are used as utility blocks i.e. the families sleep in caravans but use the house facilities.
- 4.19 Stakeholders commented on how meeting accommodation needs for Gypsies and Travellers is not just about housing, it is also about accommodating lifestyle and culture. There needs are different and more complex compared to the settled community. Sites do not just need space to accommodate a caravan and car, they also need storage space for work equipment, space for animals such as horses, and space for extended family members or visitors.

Transit provision and travelling patterns

- 4.20 The need for the provision of new transit sites was discussed. It was felt that the absence of transit provision across all of the authorities and not just within the study area leads to more unauthorised encampments. A lack of transit provision not only impacts on Gypsy and Traveller families but also on the local community and agencies.
- 4.21 Stakeholders noted that local authorities across the county are currently in the process of trying to address unauthorised encampments and the need for transit provision. A working group consisting of agencies from across the county has been set up to help identify possible locations for transit sites. Despite progress, there is frequently public and political opposition to new transit sites.
- 4.22 Transit sites was not regarded as necessary for Travelling Showpeople as they tend to stop on the land they are using for events and then either move onto the next event or return to their own home yard.
- 4.23 Stakeholders discussed travelling patterns. It was noted that travelling is an integral aspect of the Gypsy and Traveller community, and that families will travel irrespective of whether they live by the roadside, on sites, or in bricks and mortar accommodation. The main reasons

for travelling were deemed: to be close to friends and family, for employment reasons, for holidays, and for cultural reasons i.e. to reinforce cultural identity.

- 4.24 It was agreed that it can be difficult to determine travelling routes although there was acknowledgment that these transcend local authority boundaries. Stakeholders noted that whilst some unauthorised encampments across the county consist of families with need of permanent accommodation (although this is less the case in Rugby), most families are travelling through the area to visit family and friends or to use local health services. However, moving families on from unauthorised encampments usually leads to them setting up another unauthorised encampment from which they are, again, likely to be moved on.
- 4.25 Some stakeholders commented on how over time there have been changes in political and policy emphasis on whether families need to show that they are travelling in order to gain accommodation (both in terms of planning permission or renting sites). According to one stakeholder, families previously needed to prove that they were not travelling in order to gain accommodation – now they have to prove they are travelling in order to have accommodation needs considered. Also, some local authority sites restrict the length of time families can travel away from the site to 6 weeks.
- 4.26 Some stakeholders felt that the August 2015 PPTS change in definition has led to an increase in unauthorised encampments. Gypsies and Travellers have begun to travel more in order to ‘prove’ their status in relation to the new definition. This is frequently perceived as a threat to the recognised ethnic status of Gypsy or Traveller and threat to human rights. Some stakeholders asked how can Gypsies and Traveller ‘prove’ that they travel, whilst others asked: “why should they have to travel, let alone prove they do and why they don’t?”.
- 4.27 Stakeholders stated that whilst there is a general objection to unauthorised encampments there is also usually opposition to new transit sites. The need for new transit and emergency provision was highlighted. It was suggested that such places could be similar to truck stops. This would enable local authorities and the police to direct Gypsy and Traveller families to the new transit sites and would help reduce unauthorised encampments.
- 4.28 Stakeholders acknowledged that increased transit provision would lead to fewer unauthorised encampments and associated negative publicity. According to one stakeholder:
- Because there is no transit provision in the area, we just end up moving the issue on. Not to mention the costs involved each time there is an encampment in terms of time and money getting agencies involved. Also, the damage it causes to the potential integration of Gypsies and Travellers into the local communities.
- 4.29 Stakeholders commented on the impact of unauthorised encampments in terms of rubbish left behind. This further adds to the negative perceptions local people about Gypsies and

Travellers and limits integration. Local people frequently regard the cost of dealing with unauthorised encampments as leading to increasing council tax bills.

- 4.30 Stakeholders commented on concerns people have about the cost of transit provision. They suggested that those in families using transit provision could be charged for rubbish collection and parking. One spoke of how the council used to have a code of conduct which offered a good approach to dealing with unauthorised encampments. They also stated that “negotiated stopping places need to be put in place straight away rather than waiting for a transit site which might never materialise.”

Barriers to provision

- 4.31 The main barriers to provision of both permanent and transit were seen to be perceptions of Gypsies and Travellers, public and political opposition, lack of available and affordable land, the planning process and related issues such as the changes to the planning definition, the cost of the process and knowing the process.
- 4.32 Not knowing the process or issues with access to relevant information and people leads to families having to go to addition expenses by employing specialist planning agents to aid the process and communicate with the council and complete their applications. Some stakeholders stated that service providers, particularly local authority departments need to be more accessible to people, train their staff about Gypsies and Travellers and make it known to families that they can turn to them for information and guidance.
- 4.33 Public and political preconceptions about Gypsies, Travellers, and Travelling Showpeople were seen to influence attitudes towards the provision of new sites. There was a range of comments regarding relationships between different community groups. The relationship between Travellers and the settled community was described as “more often than not, very fragile and delicate”. It was suggested that the Traveller and settled communities need to learn more about one another.
- 4.34 There is perceived to be a lack of understanding by local communities of the Gypsy and Traveller and Travelling Showpeople communities when applying for accommodation provision. Stakeholders reported that there is often pressure for Gypsies and Travellers to occupy any existing site. However, this is often not appropriate due to cultural differences or families preferring to reside only with their own family members. Stakeholders stated that this was less the case in relation to Travelling Showpeople. Stakeholders felt that the change in definition through the introduction of revised Planning Policy for Travellers Sites in August 2015 is impacting on assessment of need and planning processes. Some commented on how the change in definition impacts more on those families who do not travel and for them to be able to keep their status when applying for planning permission and when applying for accommodation on a rental pitch.
- 4.35 Some stakeholders were concerned that the new definition may, on the surface, reduce the ‘need’ for the provision of accommodation for Gypsies and Travellers, depending upon how

assessments are undertaken. Stakeholders commented how there needs to be some level of consistency and agreement between neighbouring authorities as to how they interpret the new definition. For example, the accommodation needs assessments undertaken by some local authorities only acknowledge Gypsies and Travellers who travel for work, whilst others accept that families are Gypsies and Travellers whether they travel for work or not.

- 4.36 Some stakeholders commented on how being a Gypsy and Traveller is being part of a cultural identity and not simply about travelling. This identity influences how they live, interact, their relationships, and how they communicate with one another. Its importance led Gypsies and Travellers to campaign for their ethnic identity to be protected as a human right. According to one stakeholder, it is the human right of Gypsies and Travellers to have accommodation needs assessed based on ethnic identity and not simply the extent to which they travel for work.
- 4.37 Stakeholders commented on how ‘this is all still a very grey area’. They also commented on how alongside this, and partly as a consequence there are ongoing challenges to the definition and to planning applications (to rejections by the families themselves stating they are Gypsies and Travellers and to applications by communities and services (councils) questioning if the applicants are Gypsies and Travellers in planning terms and therefore entitled to be granted the permission. Some also commented on how accommodation provision is also being adversely affected by Government level ongoing enquiry into what has been referred to as being judgement and approach by then government minister Mr Pickles as going against Gypsies and Travellers human rights.
- 4.38 The media, both nationally and locally, was regarded as playing a negative role in determining attitudes towards Gypsies and Travellers. It was acknowledged that a minority of Gypsy and Traveller families residing on unauthorised encampments who leave a mess do impact negatively on public images of the community. It was stated that articles about such events in the press can also reinforce community tensions. In contrast, more positive stories relating to the Gypsy and Traveller community were considered to be rarely published by local papers. Stakeholders stated that it takes time to build trust with the Gypsy and Traveller community.
- 4.39 According to stakeholders the relationship between the settled community and Travelling Showpeople tends not to be an issue. They commented that Showpeople are well integrated and they see themselves as a business and providing a service to local people.

Cooperation and communication

- 4.40 Stakeholders spoke of how they are currently working towards improving the partnership working between council departments and other agencies which deal with Gypsy and Traveller issues, which continues to be a work in progress. They commented on how “there needs to be better information sharing” and improved communication between service providers and Gypsies and Travellers. One stated that:

Given the nature of the subject, a more formalised approach to communication, through regular meetings, would be beneficial to ensure that cross-boundary issues are being addressed through the duty to cooperate.

- 4.41 Some authorities commented on work ongoing across the county to address transit provision. Enforcement officers and the police commented on how they can evict a family or group from one location, and then are asked by the same or a neighbouring authority to move the same family or group.
- 4.42 Authorities are also working together in relation to providing permanent provision. Some stakeholders commented on how there is need to improve on communication and collaborative working and how this is made harder by sites which are covered by more than one authority. For example, there are a number of sites which straddle the Rugby and Nuneaton border, including one which has recently won its appeal for planning permission for 3 pitches within Rugby.
- 4.43 Stakeholders commented on how some individuals work well together and are proactive at addressing Gypsy and Traveller issues including gaining their trust and the trust of other service providers. Some commented on how changes in roles and individuals, and internal management all impact on the effectiveness of the work of individual and collective service provision and cooperation and communication internally and between agencies and between service providers and Gypsies and Travellers.
- 4.44 Some stakeholders commented on there being no one designated person to deal with Gypsy and Traveller issues, including someone who could coordinate service provision. Some suggest that all councils should have a designated person with specialist knowledge, others suggested including Gypsy and Traveller work in the role of existing officers and that all front line and managers need to be trained in policies, procedure and the culture and lifestyle of Gypsies and Travellers.
- 4.45 Stakeholders commented on how service providers need between awareness of the lifestyle and culture of Gypsies and Travellers, and that they felt that this would improve the trust and bridge the gap between service providers and Gypsies and Travellers. Health services was given as an example of how improvements are needed and as an example of when communication, understanding and trust is there it works well. Health issues amongst Gypsies and Travellers was seen as stemming from their lifestyles and is influenced by where they have had positive experience of education, accessing accommodation, the planning process, access to health services etc. Some commented on how negative experiences of applying for planning permission for a pitch / site lead to stress and mental health issues – even with the children who witness the negative experience, particularly if experienced evictions and being moved on and on to different places. They also commented on how positive experiences result in people being more prepared to turn to agencies for help and when they have had good experience in the health sector, for example, they have better health as they are more likely to regularly access health provision.

Summary

- 4.46 The focus group and consultation with key stakeholders offered important insights into the main issues within the study area. It was generally acknowledged that there is a lack of accommodation provision throughout the study area. Much of the accommodation need is due to growing families on existing pitches leading to overcrowding. Stakeholders recognised that cultural identity and lifestyles of different groups such as Gypsies, Travellers, and Showpeople may impact on the type of accommodation required.
- 4.47 However, larger sites can be more difficult to maintain and can lead to issues around community cohesion. Issues that can arise on larger sites include conflict between families, high turnover of families, and costs of repairs and maintenance. Families moving off a larger site due to conflict creates a need for accommodation elsewhere.
- 4.48 Stakeholders felt that the change in definition has led to more unauthorised encampments. Despite the need for new permanent and transit sites there are a range of barriers to new provision including a lack of suitable land. In response, there needs to be a better understanding between the Gypsy and Traveller, and settled, communities. Stakeholders are currently working towards improving partnership working between different departments and organisations although there needs to be better information sharing.
- 4.49 Stakeholders commented on how it is important for all people to have a safe place to live. In doing so, councils should not only address accommodation need, but help improve existing sites (especially local authority sites).
- 4.50 Stakeholders stated that services need to be more proactive than reactive in addressing needs such as providing permanent and transit accommodation or responding to negative public and political perceptions of Gypsies and Travellers. One stated that “being proactive is cheaper in the long-run than being reactive”. They commented on how there is increasing need for sites in response to unauthorised encampments. According to one stakeholder: “...there needs to be the passion to do it – wanting to do it – rather than there being an attitude of simply having to do it”.

5. Gypsies and Travellers living on sites

Introduction

5.1 This chapter provides a snapshot of the supply of existing pitches and an analysis of need for current and future pitches across the study area. In doing so, it examines the key findings derived from the consultation with Gypsy and Traveller families. It is based on a survey of 81 households¹⁶ living on sites in the study area:

- 60 out of potential 73 authorised pitches with full planning permission
- 5 out of potential 5 authorised pitches with temporary permission
- 16 out of potential 16 known unauthorised developments

5.2 The surveys were undertaken between May 2017 and July 2017. After identifying the number and location of existing pitches, each pitch was visited. Households were consulted on key issues regarding their needs. The combination of site visits and the surveys helped to clarify the status of pitches, which pitches are occupied or not occupied by Gypsies and Travellers, which pitches are vacant, overcrowded pitches, pitches occupied by household members with a need for separate accommodation (current and future need), and other needs issues.

5.3 Weighting was applied to the survey in order to ensure that it represented the whole population of Gypsies and Travellers residing in the Borough and not just surveyed households. This ensures that the survey results and accommodation needs figures are representative of all households leading to increased robustness and reliability. Weighting was calculated by comparing the number of occupied authorised pitches to the number of completed surveys. The weighting is only applied to authorised pitches. It was applied as shown in Table 5.1 below:

Table 5.1 Sample weighting				
	Pitches	Sample	%	Weight
Rugby	73	60	82%	1.22

Population Characteristics

5.4 The survey recorded 384 Gypsies and Travellers living on authorised and unauthorised developments and encampments. Interestingly, this compares with figures derived from the 2011 Census which suggests there are only 160 Gypsies and Travellers living in the study

¹⁶ The definition of 'household' is used flexibly. The survey assumes that a pitch is occupied by a single household although it acknowledges that this may also include e.g. extended family members or hidden households.

area¹⁷. The Census figure therefore underestimates the number of Gypsies and Travellers. The average size of families living on the survey sites is 4.1 people compared to a 2011 UK average of 2.4 people.

5.5 There was a fairly even distribution of respondent household sizes although a third (33%) contained only 1 or 2 people. However, over two fifths (42%) of households contained 5 or more people. The households represented by the survey contained high proportions of younger people with nearly half (48%) of all respondent household members aged 19 or under. This compares with Census 2011 findings which suggests that around a quarter (24%) of the population of England is aged 19 or under. Around a tenth (8%) of respondent household members were aged 61 years or over. In terms of the gender composition of household members, there was the same proportion of females (50%) and males (50%). Importantly, over half (56%) of respondents described themselves as Romany Gypsies, with just under half (44%) describing themselves as Irish Travellers.

Table 5.2 Number of people in household		
	Number	Percentage
1 person	12	13%
2 people	19	20%
3 people	9	10%
4 people	15	15%
5 people	13	14%
6 people	9	10%
7 people	10	11%
8 people	7	8%
Total	94	100%

Source: GTAAS 2017

Table 5.3 Age of household members		
	Number	Percentage
0-10 years	114	30%
11-14 years	31	8%
15-19 years	38	10%
20-40 years	106	28%
41-60 years	61	16%
61-70 years	17	4%
71+ years	17	4%
Total	384	100%

Source: GTAAS 2017

¹⁷ See ONS 2011 Census Table KS201EW Ethnic Group located at: <http://www.ons.gov.uk/>

Table 5.4 Gender of household members		
	Number	Percentage
Male	192	50%
Female	192	50%
Total	384	100%

Source: GTAAS 2017

Table 5.5 Ethnic identity of survey respondents		
	Number	Percentage
Romany Gypsy	52	56%
Irish Travellers	42	44%
Total	94	100%

Source: GTAAS 2017

Residency characteristics

- 5.6 Respondents were asked the tenure of their current pitch. Around a third of all respondents own the pitch they occupy, whilst over a quarter (29%) reside on a 'family pitch' (i.e. one that is owned by a related family member rather than the occupying household. A fifth (20%) of respondent households rent from the local authority, whilst just under a fifth (19%) rent privately. All (100%) respondents were currently residing in their main home.
- 5.7 Reflecting longevity of tenure, over four fifths of respondents (85%) had lived on site for more than 5 years. However, 3 respondents (3%) had lived on site for between 7-12 months, 3 (3%) for between 1-2 years, and 9 (9%) for between 3-5 years.
- 5.8 The commitment of families to remaining on existing sites is reflected in the fact that almost all (97%) stated that they did not intend to move in the future with only 2 respondents (2%) stating that they did not know when they intended to move. Some larger sites were occupied by both Romany Gypsies and Irish Travellers, and in some cases non-Gypsies and Travellers. Some households consisted of both Romany Gypsies and Irish Travellers, and one household consisted of a Romany Gypsy and a Travelling Showperson.
- 5.9 Only around a seventh of respondent households (15%) had previously lived in a house or flat (there were no differences between ethnic groups). The main reasons for living in a house or flat were 'to try it' (86%) or 'to live with family' (14%). Almost nine tenths (86%) of respondent households who had previously lived in a house or flat moved onto a site because they 'could not cope'. Smaller proportions moved out because they 'could not settle' (7%) or 'had to move' (7%).

Table 5.6 Tenure		
	Number	Percentage
Own pitch	30	32%
Family pitch	28	29%
Rent from the council	19	20%
Private rent	17	19%
Total	94	100%

Source: GTAAS 2017

Table 5.7 Main home		
	Number	Percentage
Yes	94	100%
No	0	0%
Total	94	100%

Source: GTAAS 2017

Table 5.8 Length of residency		
	Number	Percentage
1-3 months	0	0%
4-6 months	0	0%
7-12 months	3	3%
1-2 years	3	3%
3-5 years	9	10%
More than 5 years	79	84%
Total	94	100%

Source: GTAAS 2017

Table 5.9 Intention to move		
	Number	Percentage
1-6 months	1	1%
7-12 months	0	0%
1-2 years	0	0%
3-5 years	0	0%
More than 5 years	0	0%
Not intend to move	91	97%
Don't know	2	2%
Total	94	100%

Source: GTAAS 2017

Table 5.10 Ever lived in a house or flat

	Number	Percentage
Yes	14	15%
No	80	85%
Total	94	100%

Source: GTAAS 2017

Table 5.11 Why lived in a house or flat

	Number	Percentage
To try it	12	86%
To live with family	2	14%
Total	14	100%

Source: GTAAS 2017

Table 5.12 Reason moved out of house or flat

	Number	Percentage
Could not cope	12	86%
Could not settle	1	7%
Had to move	1	7%
Total	14	100%

Source: GTAAS 2017

Site characteristics

- 5.10 Satisfaction rates with sites were generally high. Nine tenths (90%) of all respondents stated that they were satisfied with sites compared to only one tenth (10%) who were neither satisfied nor dissatisfied. No respondents were dissatisfied. There were some differences in terms of tenure with just over two thirds (69%) of households residing on the local authority site being satisfied compared with all (100%) households residing on private rented pitches, and over nine tenths of households residing on owned pitches (96%) or family pitches (96%). Over four fifths (82%) of respondents considered the location of their site to be 'good'. In contrast, around a seventh of respondents (16%) rated their site location as 'neither good nor bad' and very few (2%) as 'bad' (the latter households were residing on the local authority site).
- 5.11 Almost all (97%) of households stated that they felt safe residing on the site. Two thirds of respondents (66%) stated that it was safe for children to play on the site, whilst just under a fifth (18%) stated that it was safe for children to play on the pitch. However, just under a seventh of respondent households (14%) stated that there was no safe place for children to play (these households were mainly residing on the local authority site). The key factors influencing perceptions of safety were the condition of the site, whether dogs were running

loose, the extent to which cars were moving around the site, and whether non-Gypsies were residing on the site.

- 5.12 Over half (53%) of respondents access amenities located in a static caravan whilst just under a third (31%) have their own amenity block. Smaller proportions of households access amenities in a shared block (11%), in a shed/outbuilding (3%), or a chalet (2%). Over nine tenths (92%) of respondents stated that they are satisfied with access to amenities. Smaller proportions stated that they were neither satisfied or dissatisfied (5%), dissatisfied (1%), or very dissatisfied (1%).
- 5.13 In terms of spatial provision, all or almost all households stated that they had space for a large trailer (100%), drying space for clothes (100%), a lockage shed (100%), space for keeping animals (97%), parking spaces (95%), space for work equipment (92%), and space for touring caravan (86%). In some cases, there was insufficient space on pitches for parking, work equipment, and large animals, although alternative spaces on site was sometimes available (especially on open plan private sites). There would be space for dogs and smaller animals on pitches, although in most instances larger animals such as horses would be located elsewhere on the site or in a neighbouring field.
- 5.14 Few households stated that they had need for new facilities on site such better drains (3%), better fencing (3%) or a day room (2%). Those with temporary planning permission stated that all they wanted was full permission. Over half (51%) of households stated that their pitch is marked by a fence, hedge or wall. Just over a quarter (26%) stated it has markings on the ground, whilst just under a quarter (24%) are not marked (5%).
- 5.15 None of the households stated that the cost of pitches is an issue. The rent of pitches was not regarded as a concern for most households. Around a fifth (19%) did not know as currently they were managing, but believed that they would struggle if their financial circumstances were to change in the future. Changes to benefits, employment, and health were cited as possible factors impacting on affordability. Financial concerns were primarily in relation to the development and maintenance of pitches or sites. This was particularly so when households were first developing sites. The planning process was also mentioned as an expensive process by those households with temporary planning permission.

Table 5.13 Satisfaction with site		
	Number	Percentage
Satisfied	85	90%
Neither satisfied or dissatisfied	9	10%
Dissatisfied	0	0%
Total	94	100%

Source: GTAAS 2017

Table 5.14 Rating of site location

	Number	Percentage
Good	76	82%
Neither good nor bad	16	16%
Bad	2	2%
Total	94	100%

Source: GTAAS 2017

Table 5.15 Feel safe living on site

	Number	Percentage
Yes	91	97%
No	1	1%
Don't know	2	2%
Total	94	100%

Source: GTAAS 2017

Table 5.16 Space for children to play safely

	Number	Percentage
Yes, on site	61	66%
Yes, on pitch	18	18%
No	13	14%
Don't know	2	2%
Total	94	100%

Source: GTAAS 2017

Table 5.17 Where are amenities located

	Number	Percentage
Static caravan	49	53%
Own amenity block	30	31%
Shared block	10	11%
Shed/outbuilding	3	3%
Chalet	2	2%
Total	94	100%

Source: GTAAS 2017

Table 5.18 Satisfaction with amenities

	Number	Percentage
Satisfied	87	93%
Neither satisfied or dissatisfied	5	5%
Dissatisfied	1	1%
Very dissatisfied	1	1%
Total	94	100%

Source: GTAAS 2017

Table 5.19 Spatial provision		
	Number	Percentage
A large trailer	94	100%
Drying space for clothes	94	100%
Lockage shed	94	100%
For keeping animals	91	97%
Parking spaces	89	95%
Work equipment	87	92%
A touring caravan	81	86%

Source: GTAAS 2017

Table 5.20 Need for facilities		
	Number	Percentage
Better drains	15	3%
Better fencing	13	3%
Improve pitches	10	2%
Day room	8	2%
Wi-Fi	8	2%
Improve paths	7	1%
Telephone line	7	1%

Source: GTAAS 2017

Table 5.21 Pitch have clear boundary		
	Number	Percentage
Yes, it has a fence, hedge or wall	46	51%
Yes, it has markings on the ground	25	26%
No, the pitch boundary is not marked	23	24%
Total	94	100%

Source: GTAAS 2017

Table 5.22 Cost of pitch an issue		
	Number	Percentage
Yes	0	0%
No	23	24%
Don't know	17	19%
N/A	54	57%
Total	94	100%

Source: GTAAS 2017

Services and health

5.16 All respondents (100%) felt that they had experienced some form of discrimination due to their cultural identity. Similarly, nine tenths (90%) of respondents stated that they had hid their ethnic identity in order to access services. Some stated that it was 'part of life for us'.

However, few households stating that they had experienced discrimination reported it to the relevant authorities. The main reasons for not reporting it included wanting to ignore it, or believing that reporting incidences to authorities would be ineffective. One stated they need to move into housing as due to health reasons.

- 5.17 In relation to accessing health services all families were registered with a local doctor. Over half (51%) of families stated that they contain no one with health issuers. However, health issues reported by the remaining households included: problems due to old age (14%), mental illness (11%), long-term illness (10%), asthma (8%), physical disability (4%), sensory impairment (3%), and stroke (1%). Compared with the settled community, the health status of Gypsies and Travellers tends to be poorer than the general population¹⁸. No families stated that health treatments had been disrupted due to being moved on or evicted. This is because they have found ways to access services whilst on the road so that their health would not adversely be affected (including using drop in centres and getting back to their own doctors as and when necessary).

Table 5.23 Discrimination		
	Number	Percentage
Yes	94	100%
No	0	0%
Total	94	100%

Source: GTAAS 2017

Table 5.24 Had to hide identity		
	Number	Percentage
Yes	84	90%
No	10	10%
Total	94	100%

Source: GTAAS 2017

Table 5.25 Report discrimination		
	Number	Percentage
Yes	3	3%
No	91	97%
Total	94	100%

Source: GTAAS 2017

¹⁸ Cemlyn, Sarah, Greenfields, Margaret, Burnett, Sally, Matthews, Zoe and Whitwell, Chris (2009) *Inequalities Experienced by Gypsy and Traveller Communities: A Review*, Equality and Human Rights Commission, London.

Table 5.26 Registered with a GP		
	Number	Percentage
Yes	94	100%
No	0	0%
Total	94	100%

Source: GTAAS 2017

Table 5.27 Health issues		
	Number	Percentage
None	47	51%
Problems due to old age	13	14%
Mental illness	10	11%
Long-term illness	9	10%
Asthma	7	8%
Physical disability	4	4%
Sensory impairment	3	3%
Stroke	1	1%

Source: GTAAS 2017

Table 5.28 Treatment been disrupted		
	Number	Percentage
Yes	0	0%
No	94	100%
Total	94	100%

Source: GTAAS 2017

Education and employment

5.18 The survey asked how many households included school age children and whether children attended school and/or were home tutored. In total, 48 (51%) families contain school-age children. In most (88%) of families containing school-age children do they attend school (the remaining 12% did not say). Similarly, in almost half (49%) of families containing school-age children receive home tutoring.

5.19 Education was regarded by households as very important. Some respondents commented on how it was important for children and grandchildren to receive an education as they did not have the same opportunity. Some families with pre-school children recognised the importance of education and planned to send children to nursery once old enough. However, due to cultural reasons, some households regarded state education as preferable until children are aged around 11 years but then prefer home tutoring. One factor making some parents reluctant to send children to school was that around a seventh (15%) stated children had been bullied. In most cases the children continued to attend school although the child sometimes attended a different school.

- 5.20 Respondents commented on how traditional employment opportunities for Gypsies and Travellers are less available. This is why education is becoming more important. Although Gypsy and Traveller children do not traditionally do so, more families are ensuring that children gain qualifications either by attending secondary school or college or undertaking home tutoring. Some families spoke of how well their children were doing in terms of education either by attending school or college or undertaking home tutoring.
- 5.21 The employment status of respondents varied although almost a quarter (23%) described themselves as housewives, the same (23%) as unemployed, just under a fifth (18%) as self-employed, and the same proportion (18%) as retired. Smaller proportions of respondents described themselves as employed part-time (9%) or as a carer (6%). The employment status of respondent partners also varied with over half (52%) self-employed, housewives (17%), retired (12%), employed part-time (8%), unemployed (7%), or employed full-time (5%).

Table 5.29 School age children in family		
	Number	Percentage
Yes	48	51%
No	46	49%
Total	94	100%

Source: GTAAS 2017

Table 5.30 Attend school		
	Number	Percentage
Yes, all	21	45%
Yes, some	20	43%
Did not say	7	12%
Total	48	100%

Source: GTAAS 2017

Table 5.31 Receive home tutoring		
	Number	Percentage
Yes, some	23	49%
Yes, all	2	2%
No	0	0%
Did not say	23	49%
Total	48	100%

Source: GTAAS 2017

Table 5.32 Reasons children stopped going to school		
	Number	Percentage
Nothing	23	47%
Culture	18	38%
Bullying	7	15%
Total	48	100%

Source: GTAAS 2017

Table 5.33 Employment status		
	Number	Percentage
Housewife	23	24%
Unemployed	22	23%
Retired	18	19%
Self-employed	17	18%
Employed part-time	9	10%
Carer	5	5%
Employed full-time	1	1%
Total	94	100%

Source: GTAAS 2017

Table 5.34 Partner's employment status		
	Number	Percentage
Self-employed	32	52%
Housewife	11	17%
Retired	7	12%
Employed part-time	5	8%
Unemployed	4	7%
Employed full-time	3	5%
Total	60	100%

Source: GTAAS 2017

Travelling

5.22 Almost three quarters (73%) of households stated that they had travelled during the last 12 months in a caravan or trailer. In terms of main travelling routes, respondent households were likely to state 'anywhere' or 'all over' rather than state specific routes. Households were most likely to travel during the summer (97%) compared with spring (93%), autumn (10%), and winter (7%). The main reasons for travelling included for cultural reasons (100%), to visit family or friends (96%), to holiday (84%), to visit events (82%), and to work (54%). In relation to determining the needs figures, almost two fifths (39%) stated that someone in the household travels for work purposes (the needs figures in Appendix 1 are based on households who *do* and *do not* travel for work). All (100%) households get to keep their main pitch when they travel. No households had been moved on from any location in the past year.

- 5.23 Households commented on how travelling is only one aspect of their culture and not the main element that defines them. Nor does it determine why they live on sites and in caravans. Some commented on how it is the openness of living in caravans where you can see all around you, and living close to family and friends and amongst other Gypsies and Travellers that are key factors. They commented how they feel claustrophobic in housing, with walls, limited windows, and limited open space around them.
- 5.24 The survey asked whether the families intend to stop travelling in a caravan for work in the future. No households stated that they intend to stop travelling for work in the future although a third (33%) had already done so, and the remainder (28%) did not know. Similarly, the survey asked whether the families intend to generally stop travelling in a caravan in the future. Nearly three fifths (59%) of households stated that they did not intend to stop traveling, whilst over a quarter (28%) did not know. 3% of households stated that they had already stopped travelling in a caravan, whilst 1% stated that they intend to stop travelling in a caravan in the future. The reasons for households stopping travelling included due to health or support needs (67%), and 'other' (34%). Others commented on how they manage to get sufficient work locally so do not need to travel like some do.
- 5.25 Respondents stated that Gypsies and Travellers prefer to work close to where they live, so that children can get a good education and they can spend more time with their family. They also stated it is less costly and less problematic to work locally. Working locally may involve travelling but not necessarily in caravans. Some commented on how the type of work they undertake is changing. Some families set up businesses and advertising is becoming less dependent on going from door to door. The types of work mentioned included building, tarmacking, fencing, landscaping, car maintenance, car trading, horse trading, cleaning, caring professions, hair and beauty work, and retail work.
- 5.26 In accordance with the revised DCLG definition (August 2015), for planning purposes the accommodation needs of families who have permanently ceased travelling cannot be considered as part of an assessment of need for Gypsy and Traveller pitches. Families who have permanently stopped travelling have done so due to health and support issues. As none of the respondents and families who have permanently stopped travelling are requiring alternative accommodation or have any hidden or future need, their status does not impact on the needs calculations.
- 5.27 When asked about travelling routes, households were likely to state 'it varies'. They commented on how it depends upon where they are going and the reason for their journey. Families also spoke about how they sometimes made arrangements to stay with family and friends living on sites in other areas.

Table 5.35 Travelled in last 12 months in caravan or trailer		
	Number	Percentage
Yes	69	73%
No	25	27%
Total	94	100%

Source: GTAAS 2017

Table 5.36 When travelled during last 12 months		
	Number	Percentage
Summer	67	97%
Spring	64	93%
Autumn	7	10%
Winter	5	7%

Source: GTAAS 2017

Table 5.37 Reasons for travelling		
	Number	Percentage
Cultural reasons	69	100%
Visit family/friends	65	96%
Holidays	57	84%
Events	56	82%
Work	37	54%

Source: GTAAS 2017

Table 5.38 Does someone in the household travel for work purposes		
	Number	Percentage
Yes	37	39%
No	57	61%
Total	94	100%

Source: GTAAS 2017

Table 5.39 When travel get to keep main pitch		
	Number	Percentage
Yes	69	100%
No	0	0%
Total	69	100%

Source: GTAAS 2017

Table 5.40 Been moved on from any location in past year

	Number	Percentage
Yes	0	0%
No	69	100%
Total	69	100%

Source: GTAAS 2017

Table 5.41 Will ever stop travelling in a caravan for work

	Number	Percentage
No	37	39%
Don't know	26	28%
Already stopped	31	33%
Yes	0	0%
Total	94	100%

Source: GTAAS 2017

Table 5.42 Will ever stop travelling in a caravan

	Number	Percentage
No	56	59%
Don't know	34	37%
Already stopped	3	3%
Yes	1	1%
Total	94	100%

Source: GTAAS 2017

Table 5.43 Main reasons for stopping travelling

	Number	Percentage
Health/support needs	2	67%
Other	1	33%
Total	3	100%

Source: GTAAS 2017

Current accommodation supply

5.28 Perhaps unsurprisingly, all (100%) households stated that there is need for more Gypsy and Traveller pitches in the local area, ideally small private family sites. Households stated that larger sites lead to conflicts and are harder to manage and maintain. They commented on how small family sites mean that they not only know who is on the site, but that they are related to the other occupants. They also spoke of how, within planning restraints, families are able to set out small family sites how they want and maintain them and not rely on others to get repairs or changes made.

- 5.29 Almost three quarters (72%) of households stated that there is insufficient transit provision in the local area. Some respondents stated it would be helpful if there were somewhere visiting families could stay. However, they were also concerned about how transit provision would be managed and where they would be located. An owner of one of the large private sites expressed interest in setting up a transit site on his current site and outlined how and where he would like to develop the site.
- 5.30 Over a fifth (22%) of households stated that they had contained someone who had moved away due to lack of pitches. Few family members moved within the local authority area (10%) compared with a neighbouring local authority area (25%) or elsewhere (65%). In all (100%) instances the respondents stated that the family member would move back if pitches were available.
- 5.31 Households were asked if their current site could be expanded to accommodate more pitches. Almost half (49%) stated that this was the case. However, only a small proportion (2%) of households stated that the Council could use household's land in order to meet the family's accommodation needs. A quarter of households (25%) stated that they are able to buy or develop a site. Those who stated that their site could expand also stated that this would only be for their own family to address future need. With the exception of 2%, the remainder did not want anyone they did not know to reside on the site. They were only open to the council using the land to address their future need.

Table 5.44 Need for more permanent sites in the area		
	Number	Percentage
Yes	94	100%
No	0	0%
Total	94	100%

Source: GTAAS 2017

Table 5.45 Need for transit spaces for in the area		
	Number	Percentage
Yes	68	72%
Don't know	25	27%
No	1	1%
Total	94	100%

Source: GTAAS 2017

Table 5.46 Family moved out of area due to lack of pitches		
	Number	Percentage
Yes	21	22%
No	21	22%
Don't know	52	57%
Total	94	100%

Source: GTAAS 2017

Table 5.47 Where did they move		
	Number	Percentage
Within the local authority area	2	10%
To a neighbouring local authority area	6	25%
Elsewhere	13	65%
Total	21	100%

Source: GTAAS 2017

Table 5.48 Would they move back		
	Number	Percentage
Yes	21	100%
Don't know	0	0%
Total	21	100%

Source: GTAAS 2017

Table 5.49 Can your site be expanded to accommodate more pitches		
	Number	Percentage
Yes	46	49%
Don't know	37	40%
No	11	11%
Total	94	100%

Source: GTAAS 2017

Table 5.50 Would you like to expand/develop a site		
	Number	Percentage
Yes, expand	28	30%
Yes, develop	7	8%
Already developing a site	3	3%
No	39	41%
Don't know	17	18%
Total	94	100%

Source: GTAAS 2017

Table 5.51 Could the Council to use your land to meet your needs?		
	Number	Percentage
Yes	2	2%
No	84	90%
Don't know	8	8%
Total	94	100%

Source: GTAAS 2017

Table 5.52 Are you able to buy/develop a site		
	Number	Percentage
Yes	23	25%
No	55	58%
Don't know	16	17%
Total	94	100%

Source: GTAAS 2017

Accommodation need

5.32 According to survey responses only 1 (1%) household needs to move to a different home within the next 5 years. The household stated that they need to reside in a house in the local area due to health needs. They are currently on a waiting list for a house.

Table 5.53 Need/likely to move to a different home within next 5 years		
	Number	Percentage
Yes	1	1%
No	89	96%
Don't know	4	3%
Total	94	100%

Source: GTAAS 2017

Table 5.54 Reasons for wanting to move to a different home		
	Number	Percentage
Health and in need of additional support	1	100%
Total	1	100%

Source: GTAAS 2017

Table 5.55 Type of accommodation like to move to		
	Number	Percentage
Reside in house	1	100%
Total	1	100%

Source: GTAAS 2017

Table 5.56 Where would you like to move to

	Number	Percentage
Within the local area	1	100%
Total	1	100%

Source: GTAAS 2017

Table 5.57 On a waiting list

	Number	Percentage
Yes, housing	1	100%
Yes, site	0	0%
No	0	0%
Total	1	100%

Source: GTAAS 2017

Future need

5.33 The survey asked if households contained any people who may require separate accommodation within the next 5 years. This question helps to determine the extent of future accommodation needs deriving from existing households. 18 (14%) families contain 32 people who require separate accommodation in the next five years. Just over a fifth (22%) stated they require separate accommodation now, just over a tenth (13%) within a year within 1-2 years, and two thirds (66%) within 3-5 years. Over nine tenths (91%) of people requiring separate accommodation stated that they would prefer to stay with their family, whilst 3 (9%) stated 'other'. Most families spoke about how their accommodation need could be addressed by increasing the number of caravans allowed on pitches or by granting planning permission. Almost all (94%) would prefer to remain in the local area. No persons requiring separate accommodation is currently on a waiting list.

Table 5.58 Household members need separate home within 5 years

	Number	Percentage
Yes	18	19%
No	76	81%
Total	94	100%

Source: GTAAS 2017

Table 5.59 How many separate homes needed within 5 years

	Number	Percentage
1	6	33%
2	10	56%
3	2	11%
Total	18	100%

Source: GTAAS 2017

Table 5.60 When separate home needed within 5 years		
	Number	Percentage
Now	7	22%
Within a year	0	0%
1-2 years	4	13%
3-5 years	21	66%
Total	32	100%

Source: GTAAS 2017

Table 5.61 Which type of accommodation would they prefer		
	Number	Percentage
Stay with family	29	91%
Live on a separate site	0	0%
In a house	0	0%
Other	3	9%
Total	32	100%

Source: GTAAS 2017

Table 5.62 Where would they prefer to reside		
	Number	Percentage
Within the local area	30	94%
Elsewhere in the study area	0	0%
Outside the study area	0	0%
Don't know	2	6%
Total	32	100%

Source: GTAAS 2017

Table 5.63 Are they on a waiting list		
	Number	Percentage
Yes	0	0%
No	32	100%
Total	32	100%

Source: GTAAS 2017

Summary

5.34 This chapter has provided both quantitative and qualitative data regarding key characteristics of respondent households residing on Gypsy and Traveller sites. Just over half of respondents described themselves as Romany Gypsies, with just under half describing themselves as Irish Travellers. Reflecting national trends, it is apparent that respondent Gypsy and Traveller households tend to be larger and have a younger age composition compared with families in the settled community.

- 5.35 Importantly, the survey suggested longevity of tenure with most of the families having lived on site for more than five years, and most not intending to move in the future. These findings emphasise the residential longevity of Gypsies and Travellers living in the study area. Satisfaction rates with sites and site locations were generally high with households residing on the local authority site the least satisfied. Most households stated that cost of pitches is not an issue.
- 5.36 In relation to accessing health services, all families were registered with a local doctor and none had been refused access to a GP. A small proportion of households stated that they experience health issues related to old age, mental illness, or long-term illnesses. No families stated that health treatments had been disrupted due to being moved on or evicted due to finding ways to access services whilst on the road. Most children of school age attend school and/or receive home tutoring. The importance of education is increasing partly due to changing work patterns. Respondent households were most likely to be self-employed although a relatively high proportion of households were retired or housewives.
- 5.37 Almost three quarters of respondents stated that they had travelled during the last 12 months in a caravan or trailer. The main reasons for travelling included for cultural reasons, to visit family or friends, to holiday, to visit events, and to work. Importantly, in relation to determining the needs figures, over half stated that someone in the household travels for work purposes.
- 5.38 Perhaps unsurprisingly, most households stated that there are too few permanent Gypsy and Traveller pitches in the local areas although fewer stated that there is a need for transit pitches. This has led to some households stating that family members have moved away due to a lack of pitches. Around a half of households stated that their current site could be expanded to accommodate more pitches. In relation to accommodation need, only 1 household stated that they are likely to move within the next 5 years, whilst 18 households contain members who require separate accommodation, with most wanting to remain close to or nearby family. This reflects the cultural desire of Gypsies and Travellers to stay close to family.
- 5.39 From the evidence presented, the main issues concern the size of sites, a lack of transit provision, and the need for more sites. According to respondents, small family sites appear to work well avoiding conflict that can arise on larger sites with many different family groups. The main issues reported were related to obtaining planning permission and to preconceptions by the settled community about such applications. They spoke of how they feel safer on smaller sites, and how they are easier to manage and maintain. They also commented on how smaller sites are more accepted by the local settled community and lead to better integration.

6. Gypsy and Traveller accommodation need

Introduction

6.1 This chapter presents the detailed technical calculation of the Gypsy and Traveller needs assessment. The model used is based on the example given in the DCLG Guidance. General comments on the findings are contained in Chapter 5.

6.2 The chapter contains the following sections:

- Requirements for residential pitches 2017-2022: summary
- Requirement for residential pitches 2017-2022: steps of the calculation
- Requirements for transit pitches /negotiated stopping arrangements: 2017-2037
- Requirement for residential plots 2017-2022: summary
- Requirements for residential plots 2017-2022: steps of the calculation
- Requirements for residential plots 2022-2037

6.3 It should be noted that the first five-year period is determined by survey responses, whilst future 5-year periods are determined by projections based on data collected by the surveys.

6.4 There is planning permission for 101 pitches:

- 73 occupied by Gypsy and Traveller households at the time of the survey (19 local authority pitches and 54 private)
- 17 occupied by non Gypsy and traveller households (making the pitches unavailable for Gypsies and travellers and therefore not included in the supply),
- 8 potential pitches
- 3 vacant pitches

6.5 There are also 6 pitches with temporary planning permission (1 of which is occupied by a non-Gypsy and Traveller household)

6.6 There are also 16 unauthorised developments (most of which are unauthorised due to lapsed temporary permissions)

Requirement for residential pitches 2017-2022¹⁹

6.7 The need for residential pitches in the study area is assessed according to a 15-step process, based on the model suggested in DCLG (2007) guidance and supplemented by data derived

¹⁹ Please note that due to rounding column totals may differ slightly from row totals

from the survey. The results of this are shown in Table 6.1 below, while the subsequent section contains explanations of the sourcing and calculation of figures for each step.

- 6.8 As discussed in Chapter 2, there are differing interpretations of the Department for Communities and Local Government (DCLG) 'Planning Policy for Traveller Sites' (PPTS) August 2015 definition. As such, Table 6.1 provides two needs figures: first, one based on the accommodation needs of families who have *not permanently ceased to travel*; and second, one which considers the accommodation needs only of families who *travel in a caravan for work purposes* (in brackets). It is the first interpretation of PPTS 2015 i.e. based on households who have not permanently ceased to travel that this GTAA recommends is adopted by the local authority. This is because needs figures based only on households who travel in a caravan for work purposes are likely to underestimate need and be open to legal challenges
- 6.9 As Table 6.1 shows, there is a need of 35 pitches for the period 2017-2022 based on households who have not permanently ceased to travel; and 16 pitches for the same period based only on the needs of families who travel in a caravan for work purposes.

Table 6.1 Estimate of the need for permanent residential site pitches 2017-2022	
1) Current occupied permanent residential site pitches	73 (73)
<i>Current residential supply</i>	
2) Number of unused residential pitches available	3 (3)
3) Number of existing pitches expected to become vacant through mortality 2017-2022	2 (2)
4) Net number of family units on sites expected to leave the study area in next 5 years	0 (0)
5) Number of family units on sites expected to move into housing in next 5 years	1 (1)
6) Residential pitches planned to be built or to be brought back into use 2017-2022	8 (8)
7) Less pitches with temporary planning permission	5 (5)
Total Supply	9 (9)
<i>Current residential need: Pitches</i>	
8) Family units (on pitches) seeking residential pitches in the area, 2017-2022, excluding those counted as moving due to overcrowding in step 11	0 (0)
9) Family units on transit pitches requiring residential pitches in the area	0 (0)
10) Family units on unauthorised encampments requiring residential pitches in the area	0 (0)
11) Family units on unauthorised developments requiring residential pitches in the area	16 (10)
12) Family units currently overcrowded on pitches seeking residential pitches in the area, excluding those containing an emerging family unit in step 8	3 (2)
13) Net new family units expected to arrive from elsewhere	0 (0)
14) New family formations expected to arise from within existing family units on sites	18 (9)
Total Need	37 (21)
<i>Current residential need: Housing</i>	
15) Family units in housing but with a psychological aversion to housed accommodation	7 (4)
Total Need	44 (25)
<i>Balance of Need and Supply</i>	
Total Additional Pitch Requirement	35 (16)
Annualised Additional Pitch Requirement	7 (3)

Source: GTAAS 2017

Requirement for residential pitches, 2017-2022: steps of the calculation

6.10 The calculations depend on base information derived from the GTAAS using data corroborated by local authorities in the study area. The key variables used to inform the calculations include:

- The number of Gypsies and Travellers housed in bricks and mortar accommodation
- The number of existing Gypsy and Traveller pitches
- The number of families residing on unauthorised encampments requiring accommodation (and surveyed during the survey period)

- The number of unauthorised developments (during the survey period)
- The number of temporary pitches
- The number of vacant pitches
- The number of planned or potential new pitches
- The number of transit pitches

6.11 The remainder of this chapter describes both the process and results of the Gypsy and Traveller needs calculations.

Supply of pitches 2017-2022

6.12 Supply (steps 1 to 7) steps are the same irrespective of the interpretation of the PPTS (2015) definition.

Step 1: Current occupied permanent site pitches

6.13 Based on information provided by the respective Councils and corroborated by information from site surveys. There are currently 73 occupied authorised Gypsy and Traveller pitches in the study area.

Step 2: Number of unused residential pitches available

6.14 According to the survey data there are currently 3 vacant pitches on authorised sites in the study area. This is where pitches are developed, and available to be occupied, but not at the time of the surveys.

Step 3: Number of existing pitches expected to become vacant, 2017-2022

6.15 This is calculated using mortality rates as applied in conventional Housing Needs Assessments. However, the figures for mortality have been increased in accordance with studies of Gypsy and Traveller communities suggesting a life expectancy approximately 10 years lower than that of the general population.²⁰

Step 4: Number of family units in site accommodation expressing a desire to leave the study area

6.16 This was determined by survey data. It was assumed, given that development of sites is likely to occur in the areas surrounding the study areas as well as in the planning area itself, that those currently living on sites expecting to leave the area permanently in the next five years – out of choice (step 4) or due to overcrowding (step 12) – would generally be able to do so.

In total, given the low level of interest in leaving the study area, this resulted in the supply of 0 pitches in the study area.

²⁰ E.g. L. Crout, *Traveller health care project: Facilitating access to the NHS*, Walsall Health Authority, 1987. NB: For Travelling Showpeople, the standard mortality rate is used.

Step 5: Number of family units in site accommodation expressing a desire to live in housing

- 6.17 This was determined by survey data. It was assumed that all those currently living on sites planning to move into housing in the next five years (step 5), or preferring to move into housing from an overcrowded pitch (step 11), would be able to do so.
- 6.18 A supply of 1 pitch in the study area was expected from this source, excluding those moving out of the study area, since these are already counted in step 4.

Step 6: Residential pitches planned to be built or brought back into use, 2017-2022

- 6.19 This is determined by local authority data and from an assessment of sites during visits. There are 8 new pitches in the study area that are expected to be built or brought back into use in the study area during the period 2017-2022. As discussed in Chapter 3, these pitches are referred to as 'potential' pitches. This means that the pitches have been granted planning permission but have not yet been developed. This can include pitches which have been partly developed or which were previously occupied but are now vacant and in need of redevelopment. Some sites contain potential pitches which families intend to develop for use by their children once they reach adulthood. For example, one site in the study area has planning permission for two pitches, but to date only one has been developed and is occupied. The family plan to develop the second pitch within the next five years to address their child's accommodation need when they reach adulthood and require a separate pitch.

Step 7: Pitches with temporary planning permission

- 6.20 This is determined by local authority data. It is assumed families living on pitches whose planning permission expires within the period 2017-2022 will still require accommodation within the study area. There are currently 6 pitches with temporary planning permission located in the study area (although 1 pitch is currently occupied by a non-Gypsy and Traveller family and is therefore not included in the calculations). It is assumed that households will still have accommodation need once the temporary planning permission has ceased. As such, the pitches with temporary planning permission need to be deducted from supply i.e. a supply of 14 pitches less 5 pitches with temporary planning permission = 9 pitches.

Need for pitches 2017-2022

Step 8: Family units on pitches seeking residential pitches in the study area 2017-2022

- 6.21 This was determined by survey data. These family units reported that they 'needed or were likely' to move to a different home in the next five years, and wanted to stay on an authorised site, or that they were currently seeking accommodation.
- 6.22 This category of need overlaps with those moving due to overcrowding, counted in step 11, and so any family units which are both overcrowded and seeking accommodation are deducted from this total. This generates a total need of 0 pitches in the study area.

Step 9: Family units on transit pitches seeking residential pitches in the study area 2017-2022

6.23 This was determined by survey data. This generates a total need of 0 pitches as there is no transit site in the study area.

Step 10: Family units on unauthorised encampments seeking residential pitches in the area

6.24 Guidance (DCLG 2007) indicates that it should be considered whether alternative accommodation is required for families living on unauthorised encampments. Using survey data, it has been calculated how many families on unauthorised encampments want residential pitches in the study area. They generate a need for 0 pitches in the study area as there were no unauthorised encampments at the time of the surveys (please note that only Gypsies and Travellers requiring permanent accommodation within the study area have been included in this calculation – transiting Gypsies and Travellers are included in separate calculations).

Step 11: Family units on unauthorised developments seeking residential pitches in the area

6.25 This was determined by survey data. The guidance also indicates that the accommodation needs of families living on unauthorised developments for which planning permission is not expected must be considered. Regularising families living on their land without planning permission would reduce the overall level of need by the number of pitches given planning permission. There is a need of 16 pitches deriving from unauthorised developments in the study area. The pitches had temporary planning permission which has now lapsed. The alternative needs figure, based only on those households who travel in a caravan for work purposes leads to a need of 10 pitches.

Step 12: Family units on overcrowded pitches seeking residential pitches in the area

6.26 This was determined by survey data. Households which also contain a newly formed family unit that has not yet left are excluded. This is because it is assumed that once the extra family unit leaves (included in the need figures in step 13) their accommodation will no longer be overcrowded. The calculations suggest that there is a need for 3 pitches in the study area to resolve overcrowding over the period 2017-2022. The alternative needs figure, based on those only on those households travelling in a caravan for work purposes leads to a need of 2 pitches. This can be addressed over the plan period, either through new pitches or met by larger existing pitches subject to planning permission.

Step 13: New family units expected to arrive from elsewhere

6.27 In the absence of any sustainable data derivable from primary or secondary sources (beyond anecdotal evidence) on the moving intentions of those outside the study area moving into the area, as in the case of those moving out of the area, it is assumed that the inflow of Gypsies and Travellers into the area will be equivalent to the outflow. In addition, inflow equivalent to the outflow of newly forming family units must be considered. Together, these amount to a net inflow of 0 units in the study area.

Step 14: New family formations expected to arise from within existing family units on sites

6.28 This was determined by survey data. The number of individuals needing to leave pitches to create new family units was estimated from survey data. Allowing for those planning to leave the area, and for estimated rates of marriages to both Gypsies and Travellers and non-Gypsies and Travellers, it is estimated that this will result in the formation of 18 new households requiring residential pitches during the 2017-2022 period in the study area and the alternative needs figure, based on those only travelling in a caravan for work purposes leads to a need of 9.

Step 15: Family units in housing with a psychological aversion to housed accommodation

6.29 This was determined firstly by estimating the number of houses occupied by Gypsies and Travellers using a ratio of 1:1 i.e. for every occupied permanent and temporary pitch, there is potentially one family residing in bricks and mortar accommodation. This is then followed by estimating the proportion of which suffer from psychological aversion to housed accommodation (10%).

6.30 This supply arises from family units moving onto sites that were considered to have a psychological aversion to housing. This leads to an estimated need of 7 pitches across the study area.

6.31 The alternative needs figure, based on those only travelling in a caravan for work purposes leads to a need of 4. This need calculation is based on an estimation of those experiencing “psychological aversion” and only travelling for work purposes in a caravan (based on proportion of those travelling for work purposes in a caravan on sites).

Balance of Need and Supply

6.32 From the above the Total Additional Pitch Requirement is calculated by deducting the supply from the need.

Including families who do not travel for work:

- Total Supply (not including existing occupied provision) = 9
- Total Need (including psychological aversion) = 44
- Total Additional Pitch Requirement = 42 less 9 = 35

Excluding families who do not travel for work:

- Total Supply (not including existing occupied provision) = 9
- Total Need (including psychological aversion) = 25
- Total Additional Pitch Requirement = 25 less 9 = 16

Requirement for residential pitches 2022-2027

6.33 Considering future need it assumed that those families with psychological aversion will move onto sites within a 5-year period. As such, only natural population increase, mortality, and movement into and out of the study area need be considered. The base figures regarding

the number of pitches on sites at the end of the first 5-year period are shown in Table 6.2 below. Please note that the 2017 base figures include both authorised occupied and vacant pitches, whilst the 2022 base figures assume that any potential pitches have been developed.

Table 6.2 Base figures for pitches as at 2022 assuming all need is met for 2017-2022				
2017 Base	Vacants	Potentials 2017-22	Need 2017-22	2022 Base
73 (73)	3 (3)	10 (10)	35 (16)	121 (102)

Source: GTAAS 2017

(figures in brackets are those excluding households who do not travel for work)

- 6.34 In March 2014 Brandon Lewis (Parliamentary Under Secretary of State within the Department for Communities and Local Government) confirmed that the 3% household growth rate does not represent national planning policy. Alternatively, it is suggested that an annual household growth rate of between 1.5% to 2.5% is more appropriate²¹.
- 6.35 In relation to this accommodation assessment, analysis of the current population indicates that an annual household growth rate of 2.43% per annum equating to a 5-year rate of 12.8% is more appropriate. This is based on an analysis of various factors derived from the surveys including current population numbers, the average number of children per household, and marriage rates. It is assumed that these rates are likely to continue during the period 2027-2037.

Table 6.3 Estimate of the need for residential pitches 2022-2027	
<i>Pitches as at 2022</i>	
1) Estimated pitches occupied by Gypsies and Travellers	121 (102)
<i>Supply of pitches</i>	
2) Pitches expected to become vacant due to mortality 2022-2027	4 (3)
3) Number of family units on pitches expected to move out of the study area 2022-2027	0 (0)
Total Supply	4 (3)
<i>Need for pitches</i>	
4) Family units moving into the study area (100% of outflow)	0 (0)
5) Newly forming family units	16 (14)
Total Need	16 (14)
<i>Additional Need</i>	
Total additional pitch requirement, 2022-2027	12 (11)
Annualised additional pitch requirement	3 (2)

Source: GTAAS 2017

(figures in brackets are those excluding households who do not travel for work)

²¹ Professor Philip Brown, Sustainable Housing & Urban Studies Unit (SHUSU), University of Salford, *Advice for Warwick District Council on household formation relating to Gypsy and Traveller pitches*, October 2015.

Table 6.4: Summary of Gypsy and Traveller and pitch needs 2017-37

Period	2017-2022	2022-27	2027-2032	2032-2037	Total
	35 (16)	12 (11)	14 (12)	15 (13)	76 (52)*

Source: GTAAS 2017

(figures in brackets are those excluding households who do not travel for work)

(*plus potentials and vacant pitches from the first five years)

Requirements for transit pitches / negotiated stopping arrangements: 2017-2037

- 6.36 As noted in Chapter 3, there was a total of 96 unauthorised encampments over the period January 2015 to April 2017 equating to an average of 10 per quarter. Excluding ‘outliers’ i.e. unauthorised encampments of unusual length, the average length of encampments was 5 days. Without data regarding the average number of vehicles per unauthorised encampment, it is difficult to determine the number of transit pitches required.
- 6.37 As such, it is recommended that the local authority considers setting up a negotiated stopping places policy. The term ‘negotiated stopping’ is used to describe agreed short term provision for Gypsy and Traveller caravans. It does not describe permanent ‘built’ transit sites but negotiated arrangements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period, with the provision of limited services such as water, waste disposal and toilets. The arrangement is between the local authority and the (temporary) residents.
- 6.38 Also, it is recommended that the council works with neighbouring authorities to determine the location of new transit provision within the county. It is recommended that sites are developed in the county to address the larger-scale and longer-term unauthorised encampments (the negotiated stopping policy can be used to resolve issues regarding smaller unauthorised encampments). This should be based upon the area of search identified for the transit site work which was based upon an analysis of unauthorised encampments and remains relevant. The police and other agencies will be able to refer visiting families to the transit sites limiting conflict between Gypsy and Traveller families and the settled community. Whilst incurring an initial capital cost, they will reduce expenditure on unauthorised encampments in the longer-term.

Summary

- 6.39 Table 6.5 summarises the number of additional Gypsy and Traveller residential pitches required for the period 2017-2037. It shows that a further 76 (52) Gypsy and Traveller pitches are needed over twenty years throughout the study area. There is also a need for the local authority to establish a negotiated stopping place policy.

Table 6.5: Summary of Gypsy and Traveller Needs 2017-37	
Period	G&T Pitches
Total 2017-22	35 (16)
Total 2022-27	12 (11)
Total 2027-32	14 (12)
Total 2032-37	15 (13)
Total 2017-2037	76 (52)

Source: GTAAS 2017

(figures in brackets are those excluding households who do not travel for work)

7. Conclusions on the evidence

Introduction

- 7.1 This final chapter draws conclusions from the evidence. It then makes a series of recommendations relating to meeting the identified need for new pitches, plots, site management and facilities, and recording and monitoring processes.
- 7.2 The chapter begins by presenting an overview of the policy changes, followed by review of the needs and facilitating the needs of Gypsy and Traveller sites and Travelling Showpeople, and then concludes with key recommendations.

Policy Changes

- 7.3 As noted in Chapter 1, in 2012 the Coalition Government brought about new statutory guidance regarding Gypsy and Traveller accommodation. This built on earlier commitments to strengthen measures to ensure fair and equal treatment for Gypsies and Travellers in a way that facilitates the traditional and nomadic way of life of travellers while respecting the interests of the settled community.
- 7.4 The new planning policy gave councils the freedom and responsibility to determine the right level of Gypsy and Traveller site and Travelling Showpeople plot provision in their area, in consultation with local communities and based on sound evidence such as GTAASs, while ensuring fairness in the planning system. It sat within a broader package of reforms such as the abolition of the previous Government's Regional Strategies and the return of planning powers to councils and communities.
- 7.5 In August 2015 the DCLG published 'Planning Policy for Traveller Sites' (including Travelling Showpeople yards). It states that for the purposes of planning policy "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, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.

- 7.6 In determining whether persons are "Gypsies and Travellers" for the purposes of this planning policy, consideration should be given to the following issues amongst other relevant matters:
- a) whether they previously led a nomadic habit of life
 - b) the reasons for ceasing their nomadic habit of life
 - c) whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances.

7.7 For the purposes of planning policy, “travelling showpeople” means:

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

7.8 The accommodation needs calculations undertaken as part of this GTAAS were based on analysis of both secondary data and primary surveys with Gypsy, Traveller and Travelling Showpeople.

7.9 In March 2016 the Department of Communities and Local Government (DCLG) published its draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats. It states that when considering the need for caravans and houseboats local authorities will need to include the needs of a variety of residents in differing circumstances including, for example caravan and houseboat dwelling households and households residing in bricks and mortar dwelling households.

7.10 The Housing and Planning Act, which gained Royal Assent on 12 May 2016, deletes sections 225 and 226 of the Housing Act 2004, which previously identified ‘gypsies and travellers’ as requiring specific assessment for their accommodation needs when carrying out reviews of housing needs. Instead, the Act amends section 8 of the Housing Act 1985 governing the assessment of accommodation needs to include all people residing in or resorting to the district in caravans or houseboats. However, for planning purposes, as noted above, the DCLG Planning Policy for Traveller Sites (August 2015) still requires local authorities to identify the accommodation needs of Gypsies, Travellers and Travelling Showpeople.

New provision

7.11 As discussed in Chapters 2 and 6, there are differing interpretations of the Department for Communities and Local Government (DCLG) ‘Planning Policy for Traveller Sites’ (PPTS) August 2015 definition. As such, Table 8.1 provides two needs figures: first, one based on the accommodation needs of families who have *not permanently ceased to travel*; and second, one which considers the accommodation needs only of families who *travel in a caravan for work purposes* (in brackets). In relation to site allocations, it is the first interpretation of PPTS 2015 i.e. based on households who have not permanently ceased to travel that this GTAA recommends is adopted by the local authority. This is because needs figures based only on households who travel in a caravan for work purposes are likely to underestimate need and be open to legal challenges.

7.12 Table 7.1 summarises the results from Chapters 5 and 6:

Table 7.1: Summary of accommodation needs 2017-37		
Period	G&T Pitches	TS Plots
Total 2017-22	35 (16)	0
Total 2022-27	12 (11)	0
Total 2027-32	14 (12)	0
Total 2032-37	15 (13)	0
Total 2017-37	76 (52)	0

Source: GTAAS 2017

(figures in brackets are those excluding households who do not travel for work)

7.13 In relation Gypsies and Travellers, the main drivers of need are from newly forming families, families residing on overcrowded pitches, and psychological aversion of households living in bricks and mortar accommodation.

7.14 New accommodation provision for Gypsies and Travellers may need to accommodate larger families. Similarly, there may be a requirement for space to accommodate trailers and caravans, and particularly in relation to Travelling Showpeople, space for storage and maintenance of work equipment. Also, it is important to acknowledge the cultural sensitivities involved in allocating housing to Gypsy and Traveller and Travelling Showpeople families. For example, allocating housing without access to open space may negatively impact on re-housed families' satisfaction with accommodation.

Facilitating new provision

7.15 A key issue remains the facilitation of new sites. Over the last 10 years most new provision within the study area consisted of privately owned sites. Most households on sites and yards stated that they preferred small family sites or yards.

7.16 Nationally, it is difficult to determine the extent to which new sites provided in the last 10 years are privately or publically owned as there are no national records. The January 2017 DCLG Count shows that around a third of Gypsy and Traveller caravans were residing on social rented sites, whilst the remaining two thirds were residing on privately owned sites. Interestingly, this compares with the January 2010 DCLG Count which indicated that just under half of Gypsy and Traveller caravans were residing on social rented sites, whilst the remaining half were residing on privately owned sites. This suggests either that the provision of new social rented pitches has not kept pace with demand and/or that Gypsy and Traveller households prefer to reside on privately owned sites.

7.17 Each DCLG Count provides details of all new local authority and Private Registered Provider sites opened since 1934 (although 38 sites are undated). In total, 28 local authority and Private Registered Provider sites have opened since 2010. The 28 new sites provide a total of 282 permanent pitches and 33 transit pitches able to accommodate 517 caravans.

- 7.18 Some Gypsy and Traveller sites are owned or managed by housing associations. Although DCLG data does not distinguish between local authority and housing association owned/managed social rented sites, the January 2017 Count indicates that there are a total of 327 local authority sites or schemes owned and/or managed by local authorities or private registered providers.
- 7.19 Although the Homes and Communities Agency (HCA) allocated £3m for the provision of new and improved sites within the 'East and South East' area for the period 2011-15, none of this funding was allocated to study area authorities. Local authorities can apply for funding as part of the HCA's 2015-18 Affordable Homes Programme (AHP). Although there is no specific budget for the provision of Gypsy and Traveller pitches, applications can be made within the remit of the AHP.
- 7.20 Analysis of the most recent HCA figures (September 2016) indicate that 2 new sites have recently been funded by the AHP including a new site of 22 pitches in Darlington, and a new site of 22 pitches in Harlow. However, at £2.4m the combined funding for the 2 new sites represents only a small proportion of the total AHP funding of the £527m already allocated for new affordable homes. Given the above, it may be difficult for study area local authorities to gain central government funding for new sites.
- 7.21 Analysis of current provision of Gypsy and Travellers sites (see Chapter 5) suggests that most current authorised, permanent provision within the study area is privately owned. As with other accommodation needs assessments undertaken by *RRR Consultancy Ltd*, this assessment concludes that most Gypsy and Traveller families would prefer to reside on privately-owned family-sized sites, and that those who are unable to purchase land would still prefer to live on small sites.
- 7.22 The difference between current local public and private provision is due to several factors. One factor is that, as acknowledged by stakeholders (see Chapter 4), the development process including the acquisition of land is too expensive for most Gypsy and Traveller families, and the perceived complexity of the planning process can also be a potential barrier. Another factor is that there has been a lack of finance for the development of publically owned sites for a number of years. Given current financial constraints on public expenditure, it is unlikely that this situation will change significantly in coming years.
- 7.23 Most of the accommodation need can be addressed by expanding existing private sites (rather than public sites). Further need could also be met by granting full planning permission to occupiers residing on sites with temporary planning permission. For example, full authorisation of those with temporary planning permission would address a need of 24 pitches.
- 7.24 This GTAAS recommends that local authorities support and guide potential site developers through the planning application process from beginning to end. This could include helping the owners of small family sites to apply for planning permission in order to extend sites to

address future need. The council could also contact households who have previously displayed an interest in developing a new site but have progressed to the planning application stage.

- 7.25 Further, local authorities could consider helping to meet the needs of households unable to afford to own a site by renting or leasing small parcels of local authority owned land to them and assisting with planning applications and site development. Occupying families could be granted the option to wholly purchase the site at a later date.
- 7.26 The local authorities could also consider sites developed on a cooperative basis, shared ownership, or small sites owned by a local authority, but rented to an extended Gypsy or Traveller family for their own use. These options might involve the families carrying out physical development of the site (self-build) with the land owner providing the land on affordable terms. Local councils might develop such initiatives or in partnership with Registered Providers. Local authorities could jointly examine their Strategic Housing Land Availability Assessments (SHLAAs) or Housing and Economic Land Availability Assessments (HELAAs) to identify suitable locations.
- 7.27 For example, Bristol City Council (2009) considered various options for facilitating new sites including: only purchasing land for self-build projects; purchasing land and providing infrastructure such as drains and electricity supply and/or making finance available for materials; providing pre-built pitches which are available to buy using shared- or part-ownership options²².
- 7.28 Another example is South Somerset District Council which has been exploring, in consultation with local travellers, ideas such as: site acquisition funds; loans for private site provision through Community Development Financial Institutions; and joint ventures with members of the Gypsy and Traveller community²³.

Managing Gypsy and Traveller sites

- 7.29 The Joseph Rowntree Foundation (JRF) (2016) undertook research on managing and delivering Gypsy and Traveller sites. Its case studies identified a variety of management approaches including:

1. Local authority owned and managed.
2. ALMO or housing association managed.
3. Local housing association managed.

²² For discussion of the benefits of community land trusts in relation to Gypsies and Travellers see: <http://www.gypsy-traveller.org/where-you-live-2/community-land-trusts/>

²³ *A Big or Divided Society?* Interim Recommendations and Report of the Panel Review into the Impact of the Localism Bill and Coalition Government Policy on Gypsies and Travellers.

7.30 Within the above three management approaches there are further typologies:

- a. A non-Gypsy/Traveller direct employee visits the site to undertake any management duties required.
- b. A Gypsy/Traveller direct employee who is non-resident on any of the sites visits them to undertake any management duties required.
- c. A Gypsy/Traveller site resident is employed by the organisation to undertake some management duties on that site and possibly other nearby sites. Site residents may refer to this role as a 'warden'.
- d. Multi-agency unit managed – normally this is led by a county council in an area and includes police, health and education officers in the team.
- e. Housing association proactively building and managing sites in an area.
- f. Private Gypsy/Traveller organisation managing sites on a lease agreement.
- g. Private Gypsy/Traveller managing sites acquired from council divesting stock.

7.31 Importantly, the report states that sites were most likely be developed and better managed where a 'grasp the nettle' culture had been adopted i.e. where officers, politicians and Gypsies and Travellers were engaged in attempting to meet ongoing need for site provision (p.17). The report concludes by making 12 key recommendations to housing bodies, local authorities and government agencies:

- Recognise that site provision is the key to resolving continuous unauthorised encampments in an area.
- Where sites are not already in existence, consider 'negotiated stopping', rather than eviction, as a more resource-efficient and humane approach to unauthorised encampments.
- Understand unauthorised encampments and lack of permanent sites as housing issues reflecting unmet accommodation needs.
- Have robust Gypsy and Traveller Accommodation Assessment data based on open channels of communication with residents.
- Identify sites in Local Plans and consult with Gypsies, Travellers and other residents on location of sites.
- Encourage elected members to play a key role in leading local debates on managing and delivering sites, supported through training and by national political leadership.
- Recognise a duty to promote equality in this area and challenge discriminatory discourse about Gypsies and Travellers as part of this.
- Plan for a mixture of tenure, size and location for new Gypsy and Traveller sites, as with general housing stock.
- Bring in Gypsy and Traveller accommodation alongside other social housing, in terms of policies, administration and standards of management.
- Recognise that a well-run site will not cost money in the long term (income can cover costs) but capital funding is needed initially to support delivery.

- See information sharing as key to good management: inefficiencies occur when lines of accountability between departments and agencies are blurred.
- Pay careful consideration to future management and ownership issues when undertaking reviews of local authority sites.

The location of new provision

- 7.32 Stakeholder comments suggested that smaller sites are preferred by Gypsy and Traveller and Travelling Showpeople households due to better management and maintenance of sites / yards and feeling safer. Ongoing monitoring of site provision and vacant provisions should be undertaken by the local authorities alongside discussions with Gypsies, Travellers, and Travelling Showpeople to ensure that any additional need that may arise is identified. The precise location (along with design and facilities) will, however, need to be drawn up in consultation with Gypsies, Travellers, and Travelling Showpeople to ensure the extra provision meets their needs.
- 7.33 Ensuring that new sites are located in a safe environment is important although the impact of land costs on determining feasibility must also be considered. The settled community neighbouring the sites should also be involved in the consultation from an early stage. There may be scope for expanding existing sites to meet some arising need. However, in relation to Gypsies and Travellers, the preference is for smaller sites which tend to be easier to manage.
- 7.34 In terms of identifying broad locations for new permanent sites, there are a number of factors which could be considered including:

Costs

- How do land costs impact on feasibility i.e. is it affordable?
- Implementation of services – is it possible for the new site to connect to nearby mains services e.g. electricity, gas, water or sewerage?
- Can good drainage be ensured on the new provision?

Social

- Does the proposed location of the new provision lie within a reasonable distance of school catchment areas?
- Sustainability – is the proposed location close to existing bus routes?
- Proximity of social and leisure services – is the proposed location close to leisure facilities such as sports centres, cinemas etc. or welfare services such as health and social services etc.

Availability

- Who owns the land and are they willing to sell / rent?
- Is access easy or will easements across other land be needed both for residents and services/utilities?

- Are utilities close enough to service the provision at realistic prices?

Deliverability

- Does the proposed location meet existing general planning policy in terms of residential use, for example in relation to flooding and the historic environment)?
- Can the owner sell the land easily and quickly?
- Can utilities connect to the proposed provision?
- Can highways connect to the proposed provision?

7.35 Considering the evidence gathered throughout the GTAA, it is likely that the key factors determining new provision in the study area are:

- The affordability of land suitable for the development of new sites and the cost of development
- The need to ensure that new provision are within reasonable travelling distance of social, welfare and cultural services
- The need to carefully consider the proximity of new provisions to existing provisions i.e. whether social tensions might arise if new provisions are located too close to existing provisions
- The sustainability of new provisions i.e. ensuring that they do not detrimentally impact on the local environment and do not place undue pressure on the local infrastructure

7.36 It is important that new provisions are located close to amenities such as shops, schools and health facilities and have good transport links. DCLG (2015) guidance suggests that local planning authorities should strictly limit new Gypsy and Traveller site development in the open countryside that is away from existing settlements or outside areas allocated in the development plan. Local planning authorities should ensure that sites in rural areas do not dominate the nearest settled community, and avoid placing an undue pressure on the local infrastructure.

7.37 It also states that when considering applications, local planning authorities should attach weight to the following matters:

- a. effective use of previously developed (brownfield), untidy or derelict land
- b. sites being well planned or soft landscaped in such a way as to positively enhance the environment and increase its openness
- c. promoting opportunities for healthy lifestyles, such as ensuring adequate landscaping and play areas for children
- d. not enclosing a site with so much hard landscaping, high walls or fences, that the impression may be given that the site and its occupants are deliberately isolated from the rest of the community

- 7.38 There may be families within the study area who would like to increase the number of pitches and plots and/or number of caravans allowed per pitch or plot on existing sites/yards. The consideration of expansion of sites with adequate space would contribute towards meeting existing need.
- 7.39 Similarly, consideration could be given to whether it would be appropriate to grant planning permission for unauthorised sites in the study area.
- 7.40 In some instances it may be necessary for the identified need to be met outside of the local authority where it arises, and local planning authorities should work together under the Duty to Co-operate where this is the case.

The size of new provision

- 7.41 DCLG (2008) guidance states that there is no one-size-fits-all measurement of a pitch as, in the case of the settled community, this depends on the size of individual families and their particular needs. However, they do suggest that as a general guide, it is possible to specify that an average family pitch must be capable of accommodating an amenity building, a large trailer and touring caravan, (or two trailers, drying space for clothes, a lockable shed for bicycles, wheelchair storage etc.), parking space for two vehicles and a small garden area.
- 7.42 Based on previous and current DCLG guidance, it can be determined that a pitch of approximately 325 square metres would take into account all minimum separation distance guidance between caravans and pitch boundaries as stipulated in guidance and safety regulations for caravan development. A pitch size of at least 500 square metres would comfortably accommodate the following on-pitch facilities:
- Hard standing for 1 touring/mobile caravan and 1 static caravan
 - 2 car parking spaces
 - 1 amenity block
 - Hard standing for storage shed and drying
 - Garden/amenity area
- 7.43 If granting permission on an open plan basis, permission should be given on a pitch by pitch equivalent basis to the above. For example, an existing pitch which has enough space to accommodate a chalet structure, 2 touring caravans and 1 – 2 static caravans along with 4 parking spaces, 2 blocks etc., could be counted as 2 pitches even if based on an open plan basis on one structured pitch. However, this would need to be recorded for future monitoring.
- 7.44 In relation to plots, there is no set guidance. However, in addition to the guidance above, Travelling Showpeople also have need for adequate space to store and maintain large pieces of equipment (including lorries and fairground equipment).

Transit provision

- 7.45 As noted in previous chapters, when families do stop in the area, they usually only stop for short periods of time. As transit provision alleviates the unauthorised encampments and all the negative publicity these always seem to bring with them. Through absence of negotiated agreements and transit sites where families visiting the area can automatically go to, local authorities are shifting the issues around the county, all of which leads to unnecessary costs to the council and other agencies (including police and courts), insecurity to the families, unnecessary disturbance to local community and unnecessary conflict between settled community and Gypsies and Travellers.
- 7.46 We recommend that the local authority sets up a negotiated stopping places policy. They are pieces of land in temporary use as authorised short-term (less than 28 days) stopping places for all travelling communities. They may not require planning permission if they are in use for fewer than 28 days in a year. The requirements for emergency stopping places reflect the fact that the site will only be used for a proportion of the year and that individual households will normally only stay on the site for a few days.
- 7.47 We also recommend that the councils within the county continue with work together to address the transit needs. This combination of provision would address the larger scale and more long term unauthorised encampments. Having clear transit provision will provide the police and other agencies with a place that they can relocate visiting families to, and for visiting families to be able to go directly to. This will therefore potentially limit conflict between the settled community, agencies and Gypsies and Travellers, and save the agencies and local authorities unnecessary expense.

Summary

- 7.48 There is an overall need in the study area over the next twenty years of some 76 residential pitches (52 pitches excluding households who do not travel for work). It is also recommended that the authority has a corporate policy in place to address negotiated stopping places for small scale transient encampments, and that the council works with neighbouring authorities to determine the location and size of new transit provision within the county.
- 7.49 The policy process that follows on from this research will also need to consider how the identified needs relating to Gypsies and Travellers, can be supported through the planning process. The study also highlighted a number of issues relating to the management and condition of provisions i.e. that smaller sites are easier to manage.
- 7.50 This report recommends that Rugby Borough Council and Nuneaton and Bedworth Borough Council continue discussions about cross border sites to ensure that there has been no double counting of pitches.
- 7.51 As well as quantifying accommodation need, the study also makes recommendations on key issues including:

- Develop a holistic vision for their work on Gypsies and Travellers, and Travelling Showpeople yards and embed it in Community and Homelessness Strategies, Local Plans and planning and reporting obligations under the Equality Act 2010.
- Provide regular training and workshop sessions with local authority and service provider employees (and elected members) help them to further understand the key issues facing the Gypsy and Traveller, and Travelling Showpeople yards communities.
- Formalise communication processes between relevant housing, planning and enforcement officers etc. in both the study area and neighbouring local authorities.
- Develop criteria and processes for determining the suitability of Gypsy and Traveller sites, and Travelling Showpeople yards, as indicated above for including in emerging/future Local Plans.
- Review existing provision for opportunities for expansion where suitable and appropriate.
- Authorities could consider helping to meet the needs of households unable to afford to own a site by renting or leasing small parcels of local authority owned land to them and assisting with planning applications and site development.
- To consider alternative site management structures as discussed by the Joseph Rowntree Foundation (JRF) (2016) research.
- To consider applying for funding for new sites under the HCA's 2015-18 Affordable Homes Programme (AHP).
- To consider alternative site funding mechanisms such as: site acquisition funds; loans for private site provision through Community Development Financial Institutions; and joint ventures with members of the Gypsy and Traveller community.
- To consider alternative options for developing new sites such as sites developed on a cooperative basis, shared ownership, or small sites owned by a local authority, but rented to families for their own use.
- In liaison with relevant enforcement agencies such as the police to develop a common approach to dealing with unauthorised encampments.
- Develop a common approach to recording unauthorised encampments which includes information such as location, type of location (e.g. roadside, park land etc.), number of caravans/vehicles involved, start date, end date, reason for unauthorised encampment (e.g. travelling through area, attending event, visiting family etc.), family name(s), and action taken (if any).
- Implement corporate policy to provide negotiated stopping arrangements to address unauthorised encampments for set periods of time at agreed locations.
- Encourage local housing authorities to include Gypsy and Traveller categories on ethnic monitoring forms to improve data on population numbers, particularly in housing.
- Better sharing of information between agencies which deal with the Gypsy and Traveller, and Travelling Showpeople.
- The population size and demographics of all two community groups can change rapidly. As such, their accommodation needs should be reviewed every 5 to 7 years.

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Glossary

Amenity block

A small permanent building on a pitch with bath/shower, WC, sink and (in some larger ones) space to eat and relax. Also known as an amenity shed or amenity block.

Authorised site

A site with planning permission for use as a Gypsy and Traveller site. It can be privately owned (often by a Gypsy or Traveller), leased or socially rented (owned by a council or registered provider).

Average

The term 'average' when used in this report is taken to be a mean value unless otherwise stated.

Bedroom standard

The bedroom standard is based on that which was used by the General Household Survey to determine the number of bedrooms required by families. For this study, a modified version of the bedroom standard was applied to Gypsies and Travellers living on sites to take into account that caravans or mobile homes may contain both bedroom and living spaces used for sleeping. The number of spaces for each accommodation unit is divided by two to provide an equivalent number of bedrooms. Accommodation needs were then determined by comparing the number (and age) of family members with the number of bedroom spaces available.

Bricks and mortar accommodation

Permanent housing of the settled community, as distinguished from sites.

Caravan

Defined by Section 29 (1) of the Caravan Sites and Control of Development Act 1960 a caravan as:

"... any structure designed or adapted for human habitation which is capable of being moved from one place to another (whether by being towed, or by being transported on a motor vehicle or trailer) and any motor vehicle so designed or adapted."

Concealed household

A household or family unit that currently lives within another household or family unit but has a preference to live independently and is unable to access appropriate accommodation (on sites or in housing).

Doubling up

More than one family unit sharing a single pitch.

Emergency stopping places

Emergency stopping places are pieces of land in temporary use as authorised short-term (less than 28 days) stopping places for all travelling communities. They may not require planning permission if

they are in use for fewer than 28 days in a year. The requirements for emergency stopping places reflect the fact that the site will only be used for a proportion of the year and that individual households will normally only stay on the site for a few days.

Family Owner Occupied Gypsy Site

Family sites are seen as the ideal by many Gypsies and Travellers in England. They are also often seen as unattainable. There are two major obstacles: money/affordability and getting the necessary planning permission and site licence. While the former is clearly a real barrier to many less well-off Gypsies and Travellers, getting planning permission for use of land as a Gypsy caravan site (and a 'site' in this context could be a single caravan) is currently a major constraint on realising aspirations among those who could afford to buy and develop a family site.

Family unit

The definition of 'family unit' is used flexibly. The survey assumes that a pitch is occupied by a single household or family unit although it acknowledges that this may also include e.g. extended family members or hidden households.

Gypsy

Member of one of the main groups of Gypsies and Travellers in Britain. In this report it is used to describe English (Romany) Gypsies, Scottish Travellers and Welsh Travellers. English Gypsies were recognised as an ethnic group in 1988.

Gypsy and Traveller

As defined by DCLG Planning Policy for Traveller Sites (August 2015):

Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.

The DCLG guidance also states that in determining whether persons are "gypsies and travellers" for the purposes of planning policy, consideration should be given to the following issues amongst other relevant matters:

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

Household

The definition of 'household' is used flexibly. The survey assumes that a pitch is occupied by a single household or family unit although it acknowledges that this may also include e.g. extended family members or hidden households.

Irish Traveller

Member of one of the main groups of Gypsies and Travellers in Britain. Distinct from Gypsies but sharing a nomadic tradition, Irish Travellers were recognised as an ethnic group in England in 2000.

Local Authority Sites

The majority of local authority sites are designed for permanent residential use. The latest published Traveller Caravan Count undertaken in January 2017 suggests that there are a total of 5,850 permanent local authority and private registered provider pitches capable of housing 9,557 caravans.

Local Development Documents (LDD)

Local Plans and other documents that contain planning policies and are subject to external examination by an Inspector. It is important to note that Supplementary Planning Documents (SPDs) contain guidance are not subject to Examination. Planning applications are determined in relation to an adopted Development Plan which contains documents found to be sound at an External Examination.

Negotiated Stopping

The term 'negotiated stopping' is used to describe agreed short term provision for Gypsy and Traveller caravans. It does not describe permanent 'built' transit sites but negotiated arrangements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. The arrangement is between the local authority and the (temporary) residents.

Net need

The difference between need and the expected supply of available pitches (e.g. from the re-letting of existing socially rented pitches or from new sites being built).

New Traveller (formerly 'New Age Traveller')

Members of the settled community who have chosen a nomadic or semi-nomadic lifestyle. The first wave of New Travellers began in the 1970s and were associated with youth culture and 'new age' ideals. They now comprise a diverse range of people who seek an alternative lifestyle for differing reasons including personal or political convictions. Economic activities include making hand-made goods that are sold at fairs.

Newly forming families

Families living as part of another family unit of which they are neither the head nor the partner of the head and who need to live in their own separate accommodation, and/or are intending to move to separate accommodation, rather than continuing to live with their 'host' family unit.

Overcrowding

An overcrowded dwelling is one which is below the bedroom standard. (See 'Bedroom Standard' above).

Permanent residential site

A site intended for long-stay use by residents. They have no maximum length of stay but often constraints on travelling away from the site.

Pitch

Area on a site developed for a family unit to live. On socially rented sites, the area let to a tenant for stationing caravans and other vehicles.

Plot

Area on a yard for Travelling Showpeople to live. As well as dwelling units, Travelling Showpeople often keep their commercial equipment on a plot.

Primary data

Information that is collected from a bespoke data collection exercise (e.g. surveys, focus groups or interviews) and analysed to produce a new set of findings.

Private rented pitches

Pitches on sites which are rented on a commercial basis to other Gypsies and Travellers. The actual pitches tend to be less clearly defined than on socially rented sites.

Psychological aversion

An aversion to living in bricks and mortar accommodation. Symptoms can include: feelings of depression, stress, sensory deprivation, feeling trapped, feeling cut off from social contact, a sense of dislocation with the past, feelings of claustrophobia. Proven psychological aversion to living in bricks and mortar accommodation is one factor used to determine accommodation need.

Secondary data

Existing information that someone else has collected. Data from administrative systems and some research projects are made available for others to summarise and analyse for their own purposes (e.g. Traveller Caravan Count).

Settled community

Used to refer to non-Gypsies and Travellers who live in housing.

Site

An area of land laid out and/or used for Gypsy and Traveller caravans for residential occupation, which can be authorised (have planning permission) or unauthorised. Sites can be self-owned by a Gypsy and Traveller resident, or rented from a private or social landlord. Sites vary in type and size and can range from one-caravan private family sites on Gypsies' and Travellers' own land, through to large local authority sites. Authorised private sites (those with planning permission) can be small, family-run, or larger, privately-owned rented sites.

Socially rented site

A Gypsy and Traveller site owned by a council or private Registered Provider. Similar to social rented houses, rents are subsidised and offers at below private market levels.

Tolerated

An unauthorised development or encampment may be tolerated by the local authority meaning that no enforcement action is currently being taken.

Transit site/pitch

This is the authorised encampment option for Gypsies and Travellers travelling in their caravans and in need of temporary accommodation while away from 'home'. Transit sites are sometimes used on a more long-term basis by families unable to find suitable permanent accommodation

Travelling Showpeople

People who organise circuses and fairgrounds and who live on yards when not travelling between locations. Most Travelling Showpeople are members of the Showmen's Guild of Great Britain.

Unauthorised development

Unauthorised developments include situations where the land is owned by the occupier, or the occupier has the consent of the owner (e.g. is tolerated /no trespass has occurred), but where relevant planning permission has not been granted.

Unauthorised encampment

Unauthorised encampments include situations where the land is not owned by the occupier, the land is being occupied without the owner's consent, and as such a trespass has occurred. An encampment can include one or more vehicles, caravans or trailers.

Unauthorised site

Land occupied by Gypsies and Travellers without the appropriate planning or other permissions. The term includes both unauthorised development and unauthorised encampment.