

Bassetlaw District Council Gypsy and Traveller Accommodation Needs Assessment

Final Report
November 2019

RRR Consultancy Ltd



Table of Contents

Executive Summary	7
<i>Introduction</i>	7
<i>Policy context</i>	7
<i>Population Trends</i>	8
<i>Stakeholder Consultation</i>	8
<i>Consultation with Gypsies and Travellers</i>	9
<i>Accommodation need</i>	10
<i>Conclusions</i>	11
1. Introduction	13
<i>Study context</i>	13
<i>Geographical context of the study area</i>	13
<i>GTANA study area</i>	14
<i>Definition Context</i>	15
<i>Summary</i>	17
2. Policy review	18
<i>Introduction</i>	18
<i>National Policies</i>	18
<i>Local Planning Policies</i>	21
<i>Duty to cooperate and cross-border issues</i>	22
<i>Gypsy and Traveller Accommodation Assessments (GTAAAs)</i>	22
<i>Summary</i>	25
3. Trends in the population levels	26
<i>Introduction</i>	26
<i>Population</i>	26
<i>Pitches and plots in the study area</i>	30
<i>DCLG data on authorised sites</i>	30
<i>DCLG data on unauthorised sites</i>	31
<i>Travelling Showpeople</i>	32
<i>Summary</i>	32
4. Stakeholder consultation	34
<i>Introduction</i>	34
<i>Accommodation</i>	34
<i>Travelling</i>	36
<i>Cooperation between local authorities</i>	38
<i>Summary</i>	39
5. Consultation with Gypsies and Travellers	40
<i>Introduction</i>	40
<i>Residency characteristics</i>	41
<i>Satisfaction</i>	42
<i>Education and employment</i>	43
<i>Accommodation need</i>	44
<i>Requirement for residential pitches 2019-2024</i>	45
<i>Requirement for residential pitches 2024-2037</i>	50

<i>Requirements for transit pitches / negotiated stopping arrangements: 2019-2035</i>	53
<i>Summary</i>	53
6. Conclusions on the evidence	55
<i>Introduction</i>	55
<i>Policy Changes</i>	55
<i>New pitch provision</i>	56
<i>Facilitating new sites</i>	56
<i>The location of new sites</i>	57
<i>The size of new pitches</i>	59
<i>Summary</i>	60
Bibliography	61
Glossary	63

Acknowledgements

RRR Consultancy would like to acknowledge the many people who contributed their experience and perceptions so usefully to the research. In particular, the authors would like to acknowledge the help and support of stakeholders and representatives from Bassetlaw DC stakeholders, as well as neighbouring local authorities.

We would especially like to acknowledge the Gypsy and Traveller families who were involved in the research. We thank them for their honesty and earnestness in answering our many questions.

The Authors

RRR Consultancy Ltd was founded by Dr Alan Rust-Ryan and Dr Kate Rust-Ryan. They undertake research and consultancy in all areas of social policy from small-scale projects to long-term research studies.

The *RRR Consultancy* team has a proven successful track record in research and training relating to children, young people and adults, policy and practice, families and communities, housing, community development, hard to reach people and groups, education, multi-agency working, and service users and service provision.

RRR Consultancy also offer 'best practice' training courses to help ensure that public, voluntary and private organisations understand and successfully implement policies in areas such as domestic violence, children and families.

Executive Summary

Introduction

- S1. In August 2019 Bassetlaw District Council commissioned *RRR Consultancy Ltd* to undertake a Gypsy and Traveller Accommodation Needs Assessment (GTANA) for the period 2019-2037. The evidence base will support the preparation of the new Bassetlaw Local Plan, which will form part of the Development Plan for the District, and aid in the day-to-day determination of planning applications
- 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 Traveller Sites (DCLG, 2015).
- S3. To achieve the study aims, the research drew on a number of data sources including:
- Review of secondary information: including a literature review and secondary data analysis.
 - Consultation with organisations involved with Gypsy and Traveller issues.
 - Surveys of Gypsy and Traveller families.

Policy context

- S4. 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.
- S5. Given differences in defining Gypsies and Travellers the GTANA provides two needs figures: first, one based on ethnic identity definition, and a second based on the needs of families who have *not* permanently ceased to travel (i.e. based on the PPTS 2015 definition. This GTANA recommends that the council endorses the PPTS 2015 based accommodation needs figure as its main figure, and the ethnic-based accommodation needs as a 'reserve' figure.
- S6. The difference between the lower PPTS and higher ethnic-based needs figures are 8 pitches within the first five years, and 12 pitches over the period 2019-2037. This means that the council would first seek to provide 40 additional pitches for the period 2019-2037. If this accommodation need is met before 2037, the council may consider providing an additional 12 pitches up to 2037 i.e. a total of 52 additional pitches for the period 2019-2037.

- S7. 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.

Population Trends

- S8. There are 130 pitches including 44 transit pitches, 33 potential pitches i.e. pitches with planning permission but yet to be developed, 31 privately owned occupied pitches, 21 pitches on unauthorised developments, and 1 pitch with temporary planning permission. At the time of the consultation, 30 of the 44 transit pitches were occupied. There are no Travelling Showpeople yards within the District. Bassetlaw is the only local authority area within the county to contain transit provision
- S9. There are two major sources of data on Gypsy and Traveller numbers in the District – 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 GTANA which provides more reliable and robust data.
- S10. The number of authorised caravans recorded by the MHCLG Traveller Count between January 2016 and January 2019 within the District ranged from a low of 44 in January 2017 to a peak of 80 in January 2019. The number of unauthorised caravans throughout the District during the same period has remained very low with the exception of an unauthorised encampment of 17 caravans recorded in July 2016. This GTANA recommends the adoption of a negotiated stopping policy which involves caravans being sited at suitable locations for an agreed and limited period of time, with the provision of services such as water, waste disposal and toilets.

Stakeholder Consultation

- S11. Consultations with a range of stakeholders were conducted in September and October 2019 to provide in-depth qualitative information about the accommodation needs of Gypsies and Travellers. Generally, the main issue is a lack of suitable, well managed, and accessible sites in the county. In particular, there are no local authority managed sites within the county offering transit accommodation. Key barriers to the provision of new sites mentioned by stakeholders included a lack of suitable land, public and political opposition to new sites, and a lack of understanding regarding the accommodation needs of the Gypsy and Traveller community. Also, local landowners may be reluctant to put forward land for development as Gypsy and Traveller sites.
- S12. According to stakeholders, it can be difficult to determine the travelling patterns of the Gypsy and Traveller community. There was no agreement regarding the impact of the revised DCLG (August 2015) definition on travelling, although it was suggested that it could lead to more

households travelling in order to prove ethnic status. Families travel for a range of reasons such as work, to visit family or friends, or to attend cultural events or fairs.

- S13. It is apparent from stakeholders that they perceive the relationship between Gypsies and Travellers and the settled community as frequently difficult. This leads to the need for better cultural awareness and a more inclusive approach to the Gypsy and Traveller community. This could take the form of education and more positive representation of the Gypsy and Traveller community in the media. However, building trust between Gypsies and Travellers could be difficult and will take time. In relation to specific service needs, children may find it difficult to access schools which accept them, whilst older people may need support accessing health facilities. Finally, stakeholders suggested that there needs to be better communication and cooperation regarding Gypsy and Traveller issues between departments and agencies within the county.

Consultation with Gypsies and Travellers

- S14. In November 2019 a total of 80 households were surveyed including 25 out of 31 residing on permanent pitches (81%), 21 households residing on two unauthorised developments (with permission to reside by the land owner but without planning permission), 1 household on a site with temporary planning permission, 28 on private transit pitches located across three sites, and 5 households residing in bricks and mortar accommodation during the consultation period.
- S15. Most households residing on sites were related to one another. Also, most households had lived on their respective site since it was first developed and in some cases were born on the site. There are three generations of the same family residing on some sites, and in one case four generations. Household size on each pitch varied between 1 person and 10 persons.
- S16. All pitches in the District are privately owned. Most pitches are occupied by the landowners of the land or by land owned by family or friends. Longevity of tenure varied between a few months to over 10 years. Most households have strong links to the local area (or neighbouring authorities), either having lived in the area most if not all of their lives, or through family members. The commitment of families to remaining on existing sites is reflected in the fact that all wanted to remain residing on their site and almost all stated that they did not intend to move in the future.
- S17. The size and layout of pitches and sites varied including a small family site for one nuclear family living on one pitch; an extended family made up of three nuclear groups living on a site with three clearly marked out pitches; an 8 pitch site set out on what initially appears to be three separately fenced-off sections with shared facilities and open plan layout and a large site with 20 clearly marked out pitches each with its own gate and fencing around each pitch.
- S18. In relation to accessing health services, most households were registered with a General Practice. Health issues reported by households included: problems due to old age, mental health issues, long-term illness, high blood pressure, asthma and chest complaints, and

physical disability. Compared with the settled community, the health status of Gypsies and Travellers tends to be poorer than the general population. Households without the security of a permanent site spoke about how this status adversely impacts on health.

S19. Education was regarded by households as important, particularly for children of primary age. 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 early education and planned to send children to a nursery. All primary school aged children attended school. Some secondary school aged children attended school although most were home tutored. Boys of secondary school aged tended to work alongside their fathers. Whilst households recognised the importance of gaining qualifications, for most, secondary education was not regarded as part of their way of life. Most households spoke about positive experiences with local schools. Some children commented on liking school.

Accommodation need

S20. Accommodation need for the District 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 primary data.

S21. Table S1 summarises accommodation need over the period 2019-37. The table shows that a further 40 pitches (based on PPTS 2015) are needed over the period 2019-2037 in Bassetlaw, or 52 Gypsy and Traveller pitches (based on the ethnic identify definition). The main drivers of need are from family units on unauthorised developments requiring residential pitches in the area, new family formations, and family units in housing but with a psychological aversion to housed accommodation.

Table S.1 Summary of Gypsy and Traveller pitch needs 2019-37					
Period	2019-2024	2024-29	2029-2034	2034-2037	Total
PPTS	10	11	12	7	40
Ethnic	18	12	13	9	52

Source: GTAA 2019

S22. It should be noted that there is land which previously operated as an authorised private site whose potential use is currently under review. If this site was not to be brought back into use as a Gypsy and Traveller site within the first five years of the plan period, then potential supply would decrease by 28 from 33 to 5 pitches. Subsequently, the ethnic based accommodation need within the first 5 years would increase from 18 to 46 pitches, and the PPTS accommodation need from 10 to 38 pitches. For the period 2019-2037 ethnic accommodation

need would increase from 52 to 80 pitches, whilst the PPTS need would increase from 40 to 68 pitches.

- S23. In relation to transit provision, this GTANA recommends the adoption of a negotiated stopping policy which involves caravans being 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.
- S24. The accommodation need can be addressed by expanding the number of pitches permitted on existing private sites, providing new sites, and granting planning permission to households residing on pitches with temporary planning permission or unauthorised developments.

Conclusions

- S25. It is recommended that the council incorporate both the PPTS and the ethnic calculations into their local plan. The council could work with the PPTS definition for Gypsies and Travellers, with the remaining need from the ethnic definition as a reserve need. This means that the council would firstly meet the need of 40 additional pitches (10 within the first 5 years), but consider the need for a further 12 pitches (8 within the first five years).
- S26. Finally, this report recommends that the local authority:
- Develops a holistic vision for their work on Gypsies and Travellers, and embed it in Community and Homelessness Strategies, Local Development Plans and planning and reporting obligations under the Equality Act 2010.
 - Formalise communication processes between relevant housing, planning and enforcement officers etc. in both the District and neighbouring local authorities.
 - Advise Gypsies and Travellers on the most suitable land for residential use and provide help with the application process.
 - Develop internal policies on how to deal with racist representations in the planning approval process.
 - Develop criteria and process for determining the suitability of Gypsy and Traveller sites, as indicated above.
 - In liaison with relevant enforcement agencies such as the police and neighbouring authorities to develop a common approach to dealing with unauthorised encampments.
 - With neighbouring authorities 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).
 - Consider an approach to setting up negotiated stopping arrangements to address unauthorised encampments for set periods of time at agreed locations on a countywide basis.

- Identify locations for new provision.
- Encourage council departments and other agencies to include Gypsy and Traveller categories on ethnic monitoring forms to improve data on population numbers, particularly in housing. Also, there needs to be better sharing of information between agencies which deal with the Gypsy and Traveller community.
- The population size and demographics of Gypsies and Travellers can change rapidly. As such, their accommodation needs should be reviewed every 5 to 7 years.

1. Introduction

Study context

- 1.1 In August 2019 Bassetlaw District Council commissioned *RRR Consultancy Ltd* to undertake a Gypsy and Traveller Accommodation Needs Assessment (GTANA). The purpose of the assessment is to quantify the accommodation and housing related support needs of Gypsies, Travellers, and Travelling Showpeople in terms of residential and transit sites for the period 2019-2037. The evidence base will support the preparation of the new Bassetlaw Local Plan, which will form part of the Development Plan for the District, and aid in the day-to-day determination of planning applications
- 1.2 It is important to note that previous and current guidance documents are useful in helping guide the GTANA 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 its draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats (March 2016), 'Planning Policy for Traveller Sites' (August 2015), and 'Gypsy and Traveller Accommodation Needs Assessments' (October 2007), obliging local authorities to assess the level of need for Gypsy and Traveller sites.
- 1.3 To achieve the study aims, the research drew on a number of data sources including:
- Review of secondary information: including a literature review and secondary data analysis
 - Consultation with organisations involved with Gypsy and Traveller issues
 - Surveys of Gypsy, Traveller, and Travelling Showpeople, families

Geographical context of the study area

- 1.4 Within Bassetlaw the Nottinghamshire Coalfield meets historic farmland drained by the rivers Trent and Idle¹. Pockets of deprivation exist alongside areas of wealth, whilst access to services and transport links vary throughout the District.
- 1.5 The District is home to a range of settlements, from small hamlets to large towns, with a total population of around 116,3008. Nearly 65% of Bassetlaw's residents live in its three largest towns – Worksop, Retford, and Harworth & Bircotes – with around 35% living in the District's more rural settlements.

¹Bassetlaw District Council, Draft Bassetlaw Plan (Consultation Draft), January 2019 located at: <https://www.bassetlaw.gov.uk/media/3820/draft-bp-pt1-web-version.pdf>

- 1.6 A key strength of Bassetlaw is its connectivity to major road and rail routes, particularly the A1, East Coast Mainline and the Sheffield to Lincoln railway line. Roads such as the A57 and A60 also give the District access to the M1 motorway. Robin Hood Airport Doncaster-Sheffield is located just outside Bassetlaw's boundary, offering international flights to a range of destinations.
- 1.7 The Sheffield-Lincoln railway line, connecting Worksop, Retford and Shireoaks with Sheffield, Gainsborough and Lincoln on a regular basis, is expected to see significant improvement, with more frequent and faster services, to more destinations, and new trains. The East Coast Mainline gives Retford, the District's second largest town, a fast, direct rail link to London. Worksop also has a direct rail link to Nottingham, though journey times on this route are relatively slow.
- 1.8 The District is served by an extensive network of bus services, linking bus stations in Worksop and Retford to the District's villages and to towns outside Bassetlaw, such as Chesterfield, Ollerton, Gainsborough and Doncaster. However, for some parts of the District, in particular the more rural areas, services are less frequent, finish early in the evening and do not run on Sundays.
- 1.9 The District has a wide range of heritage assets, including the historic estates of the Dukeries, over 1,000 listed buildings, as well as a range of Conservation Areas and Registered Parks and Gardens. Additionally, the presence of Sites of Special Scientific Interest, as well as a range of locally designated sites, reflects Bassetlaw's rich variety of ecology and geology. The District has over 10,000 hectares of woodland covering approximately 17% of the District, which is almost double the average woodland cover for England. These woodlands include the northernmost reaches of Sherwood Forest, which includes important ancient woodland, wood pasture and surviving heathland habitats.

GTANA study area

- 1.10 A map of the GTANA study area with key towns, villages and transport routes is shown in Figure 1.1 below.



Source: Bassetlaw Draft Plan January 2019

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

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>.

Britain around the year 1500, having migrated across Europe from an initial point of origin in Northern India.

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 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 (GTAA's), 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 GTAA⁶. To ensure it is following DCLG guidance, this GTAA adheres to the definition of Gypsies, Travellers and Travelling Showpeople as defined by the DCLG 'Planning Policy for Traveller Sites' (August 2015) (see above).

Summary

- 1.17 Whilst the Housing and Planning Act 2016 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 related support needs of Gypsies, Travellers, and boat dwellers in Bassetlaw District between 2019 and 2037. This is in terms of permanent pitches (and sites) and transit sites and/or negotiated stopping arrangements for Gypsies and Travellers. The results will support the preparation of the new Bassetlaw Local Plan, which will form part of the Development Plan for the District, and aid in the day-to-day determination of planning applications
- 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 consultation with Gypsies and Travellers residing in bricks and mortar accommodation. These provided an extensive range of data enabling a robust and reliable assessment of accommodation needs.
- 1.20 Bassetlaw is the northernmost District in Nottinghamshire, with its northernmost point reaching further north than the city of Sheffield to the west. A key strength of Bassetlaw is its connectivity to major road and rail routes, particularly the A1, East Coast Mainline and the Sheffield to Lincoln railway line. Roads such as the A57 and A60 also give the District ready access to the M1 motorway.

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 review

Introduction

- 2.1 To assess the current policy context, 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, Travelling Showpeople, and boat dwellers.

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 Showpeople. 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 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 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

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

accommodation needs are not considered as part of Gypsy and Traveller accommodation assessments, and so this is the approach taken in this GTAA.

- 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 2015 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 Suffolk, states that whilst the appellant had permanently ceased to travel, they are 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. 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 Also, in September 2019 the Equalities and Human Rights Commission (EHRC) published research on the impact of PPTS on assessing accommodation needs¹⁰. The research concluded that assessing accommodation needs based on a narrow employment

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.

¹⁰ Equalities and Human Rights Commission (EHRC), *Gypsy and Traveller Sites: the revised planning definition's impact on assessing accommodation needs*, Research report 128, September 2019.

interpretation of PPTS 2015 has disenfranchised a large number of Gypsies and Travellers and contravenes the principles of the Equality Act 2010.

- 2.11 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 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.
- 2.12 Given the above, our approach is to undertake a methodology which provides two needs figures: first based on accommodation needs of families ethnically identified as Gypsies and Travellers; and second, based on the needs of families who have not permanently ceased to travel. 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)

- 2.13 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).
- 2.14 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.

- 2.15 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.
- 2.16 Also, it suggests that as mobility between areas may have implications for carrying out assessments 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
- 2.17 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 should be considered.

Housing and Planning Act 2016

- 2.18 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 and to identify supply of specific and deliverable sites. In relation to the need for permanent moorings, the council are required to identify the need, but not the land to meet that need.

Local Planning Policies

Draft Plan (January 2019)

- 2.19 The draft Bassetlaw Plan (2019) states that it will address the issue of Gypsy and Traveller accommodation needs through a criteria-based Development Management policy in the next draft of the plan, along with identification of potential site allocations.

Duty to cooperate and cross-border issues

- 2.20 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.
- 2.21 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.
- 2.22 As part of this assessment consultation in relation to Gypsies, Travellers and Travelling Showpeople was undertaken with adjoining planning and housing authorities. The findings from the consultation are discussed in detail in Chapter 4.

Gypsy and Traveller Accommodation Assessments (GTAA's)

- 2.23 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 GTAA's recently undertaken by neighbouring and nearby local authorities specifically in relation to accommodation need and travelling patterns.

Bassetlaw GTAA 2015

- 2.24 The GTAA report sets out Gypsy, Traveller and Travelling Showmen accommodation needs for Bassetlaw District Council for the period 2014 to 2029. It was undertaken using a joint methodology which was adopted by all the local authorities in Nottinghamshire and in conjunction with the Nottinghamshire Gypsy & Traveller Liaison Officer. The GTAA estimates that there is no site provision requirement for the 5-year period up to 2019, although beyond this period up to 2029 there is a need for at least 8 additional pitches. It also identifies no need for additional transit site provision during the first 5-year period in addition to the 24 transit pitches located at the Daneshill site and 20 transit pitches located at the Longbow Caravan Park, Markham Moor site. This 2019 GTAA is an update of the 2015 GTAA.

Central Lincolnshire GTAA 2013

- 2.25 The Central Lincolnshire GTAA was undertaken by *RRR Consultancy Ltd* on behalf of the Central Lincolnshire Joint Strategic Planning Committee representing Lincoln City Council,

West Lindsey District Council and North Kesteven District Council. It found that within the study area there is a need for 72 residential pitches, 4 emergency stopping places and 1 Travelling Showpeople yard over the period 2013-33. The GTAA was regarded by Planning Inspectors as robust and reliable. The GTAA is currently (Autumn 2019) being updated by *RRR Consultancy*.

Derbyshire and East Staffordshire GTAA 2014

2.26 The GTAA was undertaken by *RRR Consultancy Ltd* on behalf of thirteen partners, including the Derbyshire Gypsy Liaison Group, and covered a wide geographical study area. It drew on a wide range of primary and secondary data including: face-to-face surveys of Gypsies and Travellers, a literature review, secondary data analysis, and stakeholder consultation through focus groups and interviews. In total, 112 interviews were undertaken with families on authorised pitches as well as interviews with 22 families living in bricks and mortar accommodation, 19 residing on unauthorised encampments, 9 on unauthorised developments, 5 on transit sites and 29 Travelling Showpeople families. The GTAA determined over the 20-year period 2014-34 there is a need for 134 residential pitches, 4 transit sites/emergency stopping places, and 13 Travelling Showpeople plots. Bolsover, neighbouring Mansfield, has a need of 17 Gypsy and Traveller pitches over 20 years (9 for the first 5 years) and 13 Showpeople plots. In relation to all local authorities involved in the GTAA the evidence relating to Gypsy and Traveller accommodation need has been accepted by Planning Inspectors as robust and reliable. The GTAA is currently (Autumn 2019) being updated by *RRR Consultancy*.

East Lindsey GTAA 2012 / 2016

2.27 East Lindsey District Council's Gypsy, Traveller and Showpeople's Housing Needs Assessment was completed in 2012. In terms of need for permanent residential pitches it found that if the privately-owned site with planning permission for 11 pitches at Brackenfreya Woods, Brackenborough Road, Louth is not secured then 2 further sites for renting will need to be provided within the 5-year period. Suggested locations for these sites are in the vicinity of Louth in the Toynton/Spilsby area and also Frithville or Stickford and West Keal. An additional single pitch site for owner occupation will also be required in the Firsby area if planning permission is not granted for the existing unauthorised site. This totals 7 pitches. In 2016 *RRR Consultancy Ltd* undertook a study to confirm the accommodation needs of Gypsies, Travellers and Travelling Showpeople within the district and to identify suitable locations for new sites. This study was regarded in an EiP examination as being robust and reliable. This was particularly due the extensive level of engagement with households on sites and the inclusion of need deriving from households residing in bricks and mortar accommodation and

Leicestershire, Leicester and Rutland GTAA 2013

- 2.28 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.

Mansfield GTAA 2017

- 2.29 The 2017 GTAA (carried out by *RRR Consultancy*) quantified the accommodation and housing related support needs of Gypsies, Travellers, and Travelling Showpeople in terms of residential and transit sites, and bricks and mortar accommodation for the period 2017-2033. It found that a further 3 Gypsy and Traveller pitches, 0 Travelling Showpeople plots, and 1 transit/emergency stopping place is needed over the period 2017-2033 throughout the district. It estimated that any future need for the period 2017-2033 years will consist of a new small family site or extensions to the sites required during the first 5-year period 2017-2022. This GTAA has recently undergone EiP inspection and was accepted as robust and reliable.

Newark and Sherwood GTAA 2013

- 2.30 The Newark and Sherwood GTAA was produced in October 2015 and updated in June 2016. The update was undertaken to reflect the DCLG's August 2015 change in definition of Gypsies and Travellers. According to the GTAA Newark and Sherwood accommodates a large Gypsy and Traveller population compared to many other local authorities. The GTAA states that there is a need of 14 additional pitches for the period 2013-18 and 11 pitches for the period 2018-23. The GTAA is currently (Autumn 2019) being updated.

South Nottinghamshire GTAA 2014

- 2.31 The primary purpose of the GTAA was to establish the additional permanent pitch provision requirements of the Gypsy and Traveller population in the local authority areas of Broxtowe Borough, Gedling Borough, Nottingham City and Rushcliffe Borough from 2014 to 2029. According to the GTAA there is a need for 11 additional pitches for the period 2014-2029 including 4 in Rushcliffe, 3 in Gedling, 2 in Broxtowe, and 2 in Nottingham. The GTAA did not estimate need for additional transit provision.

South Yorkshire GTAA 2012

- 2.32 The 2012 South Yorkshire GTAA updated the previous GTAA which covered the period 2006-2011. The main findings from the survey were: most households do not envisage moving in the next 12 months; affordability is a key factor in the development of new private sites; many households prefer local authority owned sites as they are well managed; households expressed a desire for more sites so that the community could stay together.

The GTAA found an overall need in South Yorkshire for 134 pitches and 130 Showpeople plots.

South Lincolnshire JPU GTAA 2012

- 2.33 Boston Borough Council and South Holland District Council coordinate planning policy through the South Lincolnshire Joint Planning Unit (JPU). The updated 2012 GTAA shows that there is a need for 35 new permanent pitches during the first five-year period. Gypsy and Traveller families tend to arrive within the local area from Norfolk. There is also a need for a transit site close to Sutton Bridge.
- 2.34 South Lincolnshire and neighbouring local authorities sometimes liaise although it tends to be on an informal basis regarding issues such as housing and flooding rather than the accommodation needs of Gypsies and Travellers. There was also acknowledgment that need which arises in the South Lincolnshire JPU area should be met by its constituent rather than neighbouring local authorities.

Summary

- 2.35 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 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.
- 2.36 This GTAA undertakes a methodology which provides two needs figures: first based on accommodation needs of families ethnically identified as Gypsies and Travellers; and second, based on the needs of families who have not permanently ceased to travel; and third considers the needs only of families who travel in a caravan for work purposes.
- 2.37 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 some Gypsy and Traveller accommodation need throughout the East Midlands.

3. Trends in the population levels

Introduction

- 3.1 This section examines population levels in the GTAA study area and population trends. The primary source of information for Gypsies and Travellers (including Travelling Showpeople) in England is the MHCLG 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 MHCLG 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 Gypsies and Travellers, whilst others distinguish between the different groups and do not 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 / households 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 The MHCLG Count includes data concerning both Gypsies and Travellers sites¹¹. 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

- 3.6 The total Gypsy and Traveller population living in the UK is unknown, with estimates for England ranging from 90,000 and 120,000¹² (1994) to 300,000¹³ (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

¹¹ Data regarding Travelling Showpeople is published separately by the DCLG as 'experimental statistics'.

¹² 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.

¹³ 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.

now living in bricks and mortar accommodation. Estimates produced for the MHCLG suggest that at least 50% of the overall Gypsy and Traveller population are now living in permanent housing.

- 3.7 Local authorities in England provide a count of Gypsy and Traveller caravans in January and July each year for the MHCLG. The January 2019 Count (the most recent figures available) indicated a total of 22,662 caravans. Applying an assumed three person per caravan¹⁴ multiplier would give a population of almost 68,000.
- 3.8 Again, applying an assumed multiplier of three persons per caravan and doubling this to allow for the numbers of Gypsies and Travellers in housing,¹⁵ gives a total population of around 136,000 for England. However, given the limitations of the data this figure can only be very approximate, and is likely to be a significant underestimate.
- 3.9 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 94 Gypsies and Travellers residing in Bassetlaw representing around 0.10% of the usual resident population.¹⁶

Table 3.1 Gypsy and Traveller Population			
	Population (no.)	G&T Pop (no.)	G&T Pop (%)
Bassetlaw	112,863	94	0.10%

Source: NOMIS 2019

- 3.10 It is also possible to determine the Gypsy and Traveller population within the study area by tenure. Derived from 2011 Census data, Table 3.2 shows the tenure of 31 Gypsy and Traveller households. The most common tenure is households who own the property they occupy (39%), followed by just over a third (35%) who rent privately, and around a quarter (26%) who reside in social rented properties.

Table 3.2 Gypsy and Traveller Population by tenure								
	Owned		Private rented		Social rented		Total	
	No.	%	No.	%	No.	%	No.	%
Bassetlaw	12	39%	11	35%	8	26%	31	100%

Source: NOMIS 2019

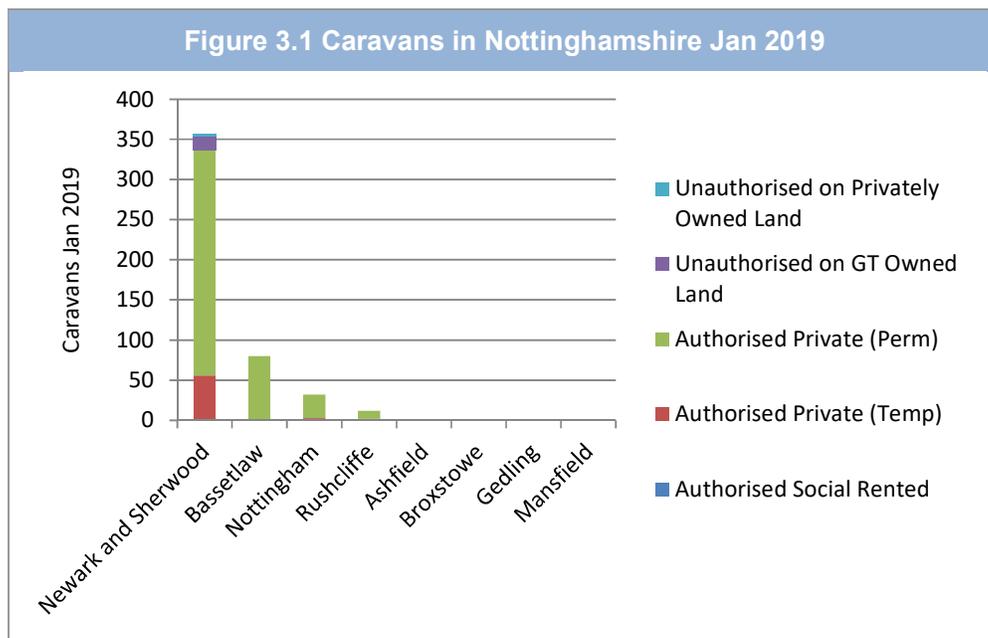
- 3.11 Figure 3.1 shows Bassetlaw's Traveller January 2019 Caravan Count in the context of nearby authorities. As the chart below shows, there is some variation in the number of caravans in each local authority with no caravans recorded in Ashfield, Broxtowe, Gedling and Mansfield. In contrast, 80 caravans were recorded in Bassetlaw, 32 in Nottingham, and 12 in Rushcliffe.

¹⁴ Niner, Pat (2003), Local Authority Gypsy/Traveller Sites in England, ODPM.

¹⁵ Ibid.

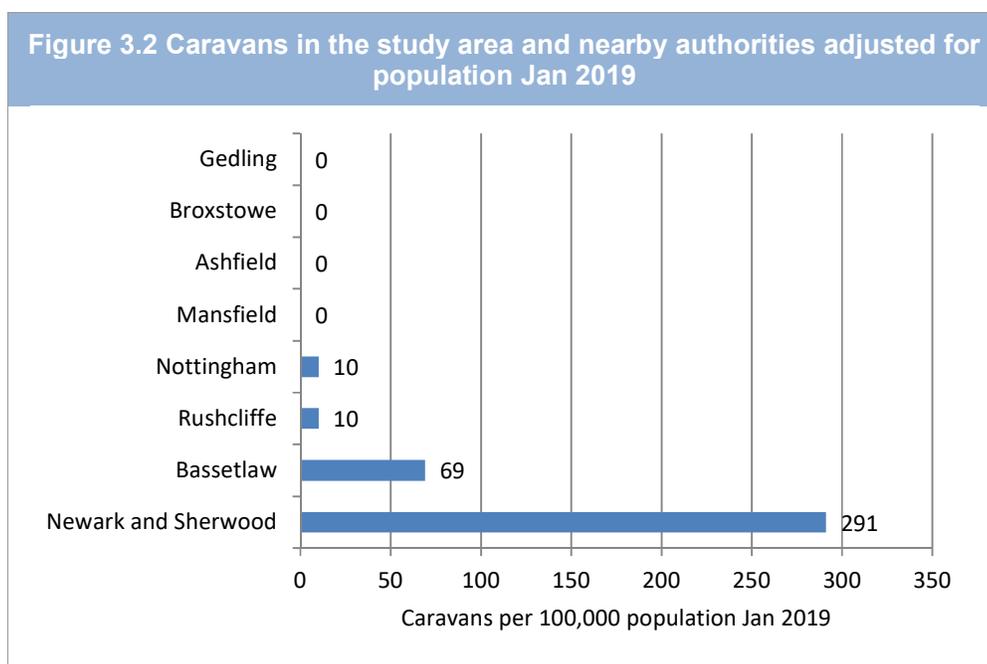
¹⁶ See ONS 2011 Census Table KS201EW Ethnic Group located at: <http://www.ons.gov.uk/>

However, by far the largest number was recorded in Newark and Sherwood with 357 caravans.



Source: MHCLG Traveller Caravan Count, Jan 2019

3.12 Similarly, Figure 3.2 shows that when the population is taken into account the density of caravans varies widely. Ashfield, Broxtowe, Gedling and Mansfield all have a density of 0 caravans per 100,000 population. Slightly higher densities are found in Nottingham (12 caravans per 100,000 population), and Rushcliffe (13). However, the highest densities are found in Bassetlaw (69 caravans per 100,000 population), and Newark & Sherwood (291 caravans per 100,000 population).



Source: MHCLG Traveller Caravan Count, Jan 2019

- 3.13 Table 3.1 shows that the total number of caravans recorded in Nottinghamshire varied over the period January 2016 to January 2019. The total number of caravans recorded in the county varied from a low of 379 in January 2016 to a high of 674 in July 2017 (although this figure included an unauthorised encampment of 150 caravans in Rushcliffe). Few caravans were recorded in Ashfield, Broxtowe, Gedling and Mansfield during the period January 2016 to January 2019. On average, there were 36 caravans recorded in Nottingham and 35 in Rushcliffe. In Bassetlaw, there was an average of 57 caravans recorded with a peak of 80 recorded in January 2019. However, the number of caravans recorded in Newark & Sherwood has been consistently very high ranging from 289 in January 2016 to 394 in July 2017.

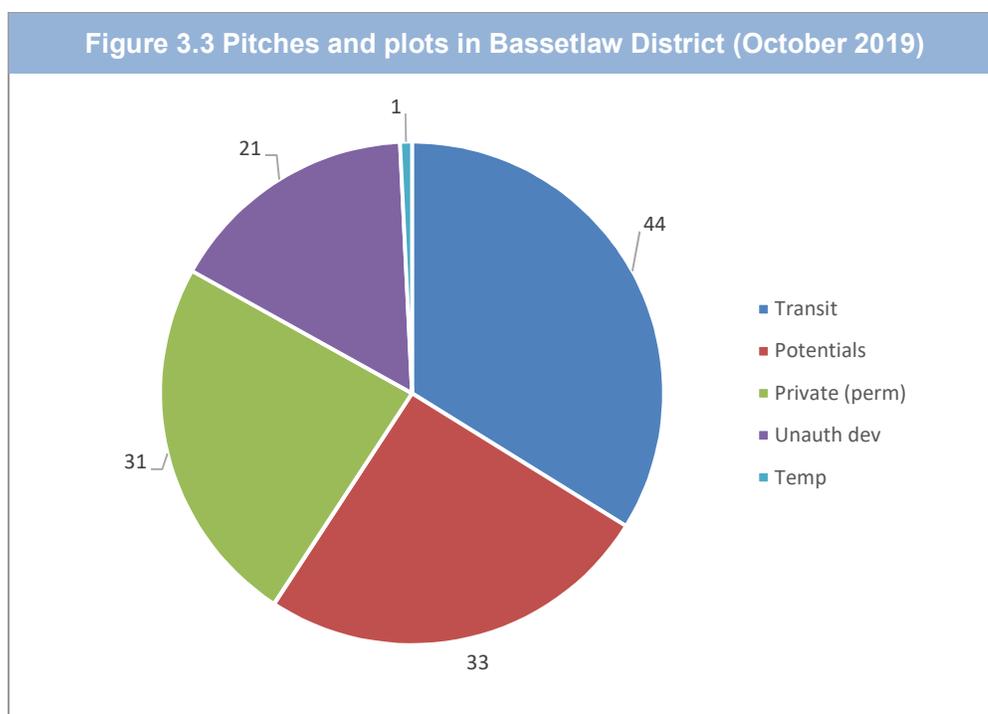
Table 3.1: DCLG Traveller Caravan Count Jan 2016-Jan 2019

Authority	Jan 2016	Jul 2016	Jan 2017	Jul 2017	Jan 2018	Jul 2018	Jan 2019
Ashfield	2	0	0	0	0	0	0
Bassetlaw	53	63	44	51	45	61	80
Broxtowe	0	0	0	0	0	0	0
Gedling	0	0	0	0	0	0	0
Mansfield	7	11	7	5	0	0	0
Newark & Sher'd	289	345	319	394	331	360	357
Nottingham	13	36	32	59	22	59	32
Rushcliffe	15	14	20	165	12	10	12
Total	379	469	422	674	410	490	481

Source: MHCLG Traveller Caravan Count, Jan 2019

Pitches and plots in the study area

3.14 Based on data provided by the local authority and confirmed by site visits during October 2019, Figure 3.3 shows the number and types of pitches in Bassetlaw District. There is a total of 130 pitches including 44 transit pitches, 33 potential pitches i.e. pitches with planning permission but yet to be developed, 31 privately owned occupied pitches, 21 pitches on unauthorised developments, and 1 pitch with temporary planning permission. At the time of the consultation, 28 of the 44 transit pitches were occupied.

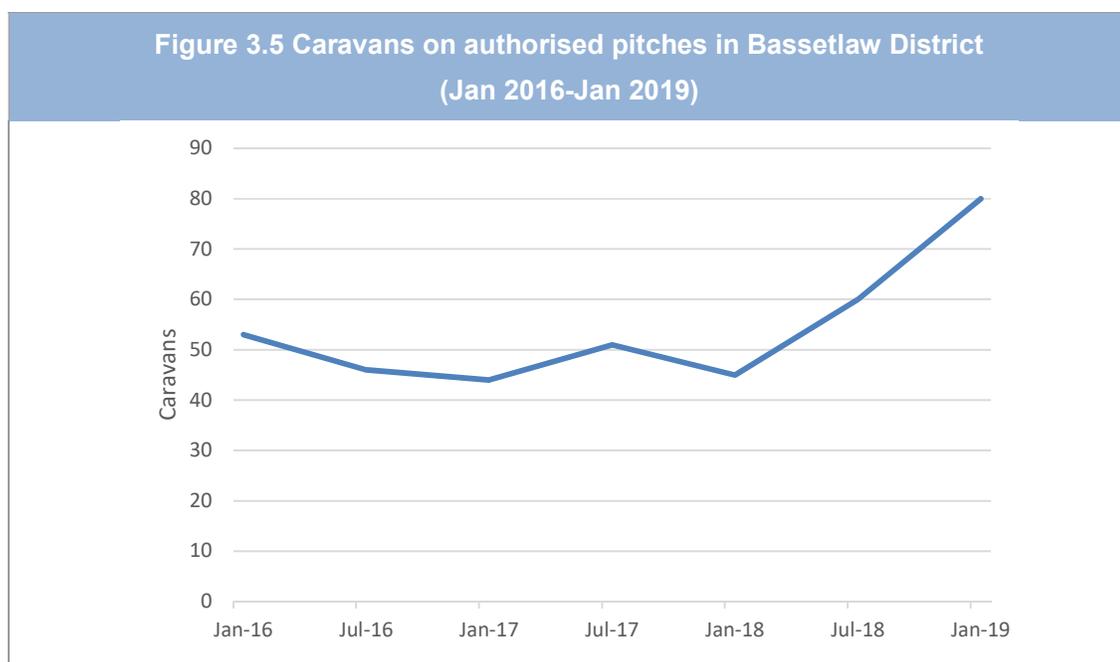


Source: Bassetlaw GTANA 2019

DCLG data on authorised sites

3.15 The Traveller Caravan Count data for the study area shows a slightly different composition, primarily because it is based on numbers of caravans rather than numbers of pitches. As noted in Chapter 2, there are issues regarding the accuracy of the Traveller Caravan Count, although it remains the primary source of nationwide comparative data on Gypsy and Traveller caravans. The most recently published Traveller Caravan Count took place in January 2019.

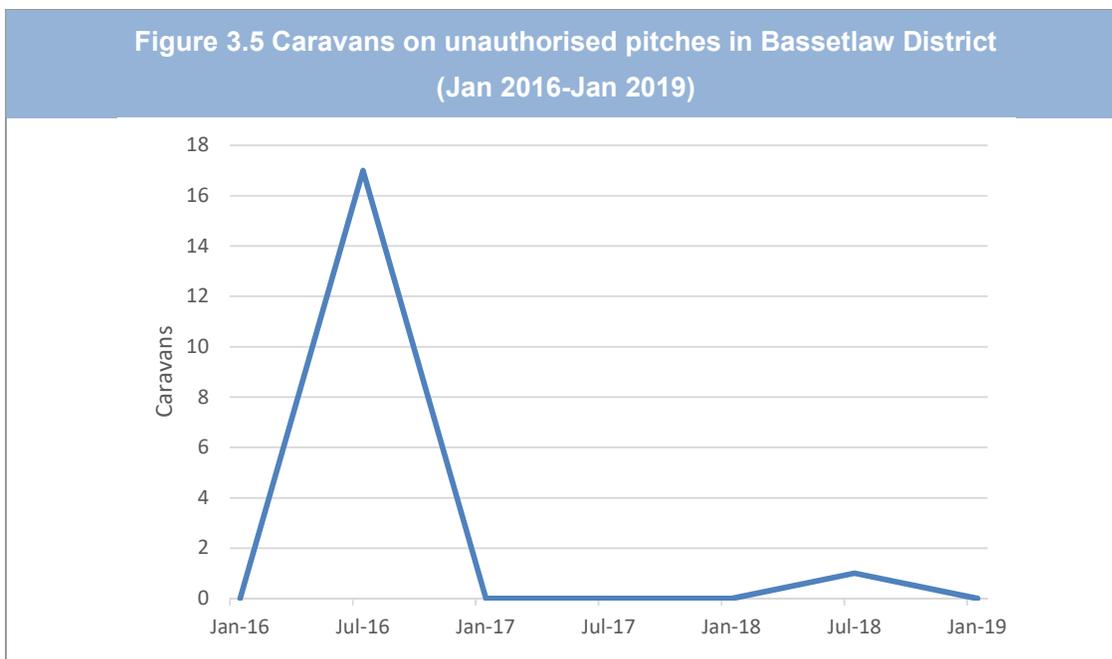
3.16 As seen in Figure 3.5 below, the number of caravans on authorised pitches recorded in Bassetlaw by the MHCLG Traveller Count varied between the period January 2016 to January 2019. The number of caravans recorded ranged from a low of 44 in January 2017 to a peak of 80 in January 2019.



Source: MHCLG Traveller Caravan Count January 2019

DCLG data on unauthorised sites

- 3.17 The DCLG count records the number of caravans situated on unauthorised sites 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. The numbers are broken down by district below and include unauthorised caravans on both Gypsy- or Traveller-owned and non-Gypsy or Traveller land, and which are tolerated (meaning that no enforcement action is currently being taken) and not tolerated.
- 3.18 Figure 3.6 indicates the number of unauthorised caravans throughout the District over the period January 2016 to January 2019. It shows that the number of unauthorised caravans recorded by the MHCLG Traveller Count within the District has remained very low with the exception of an unauthorised encampment of 17 caravans recorded in July 2016.



Source: MHCLG Traveller Caravan Count January 2019

Travelling Showpeople

- 3.19 Data is also available regarding provision for Travelling Showpeople. 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).
- 3.20 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. Their equipment (including rides, kiosks and stalls) is usually kept on the same plot. There are no Travelling Showpeople’s yards located in Bassetlaw.

Summary

- 3.21 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.
- 3.22 There is some variation in the number of caravans recorded in Nottinghamshire by the January 2019 Traveller Caravan Count with no caravans recorded in Ashfield, Broxtowe, Gedling and Mansfield. In contrast, 80 caravans were recorded in Bassetlaw, 32 in Nottingham, and 12 in Rushcliffe. However, by far the largest number was recorded in Newark and Sherwood with 357 caravans.

- 3.23 When population is taken into account the density of caravans varies widely. Ashfield, Broxtowe, Gedling and Mansfield all have a density of 0 caravans per 100,000 population. Slightly higher densities are found in Nottingham (12 caravans per 100,000 population), and Rushcliffe (13). However, the highest densities are found in Bassetlaw (69 caravans per 100,000 population), and Newark & Sherwood (291 caravans per 100,000 population).
- 3.24 The data indicates a total provision of 130 pitches including 44 transit pitches, 33 potential pitches i.e. pitches with planning permission but yet to be developed, 31 privately owned occupied pitches, 21 pitches on unauthorised developments, and 1 pitch with temporary planning permission. At the time of the consultation, 28 of the 44 transit pitches were occupied. There are no Travelling Showpeople yards within the District. Bassetlaw is the only local authority area within the county to contain transit provision.
- 3.25 The number of authorised caravans recorded by the MHCLG Traveller Count between January 2016 and January 2019 within the District ranged from a low of 44 in January 2017 to a peak of 80 in January 2019. The number of unauthorised caravans throughout the District during the same period has remained very low with the exception of an unauthorised encampment of 17 caravans recorded in July 2016.

4. Stakeholder consultation

Introduction

- 4.1 Consultations with a range of stakeholders were conducted in September and October 2019 to provide in-depth qualitative information about the accommodation needs of Gypsies and Travellers. The aim was to obtain both an overall perspective on issues facing Gypsies and Travellers, 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 an online survey and focus group was undertaken with stakeholders and representatives from Bassetlaw DC, as well as neighbouring local authorities including District and County Council officers with responsibility for Gypsy and Traveller issues including planning officers, housing strategy officers and enforcement officers, County-wide liaison officers, health services, education, social care and representatives of the National Federation of Gypsy Liaison Groups and local representatives of Gypsy and Traveller groups (including 'Gypsy Life').
- 4.3 Themes covered in the interviews 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 stakeholder consultation and highlights the main points that were raised.

Accommodation

- 4.4 Stakeholders recognised that there is a long history of Gypsies and Travellers residing in the local area. According to some, there are far more Gypsies and Travellers in houses in the Bassetlaw area than residing on sites. One stakeholder estimated that there could be over 100 Gypsy and Traveller households residing in bricks and mortar accommodation in the District.
- 4.5 Stakeholders were asked about the main issues facing Gypsies and Travellers and Travelling Showpeople in the local area. It was agreed that there is a need for more permanent sites and transit sites. There is a lack of identified land to enable Gypsy and Traveller families to develop sites as well as a lack of publically managed sites for households unable to develop sites. It was noted that that is no provision of publically managed transit provision or temporary stopping places for Gypsy and Traveller families passing through the area.
- 4.6 The difference between the accommodation needs of Gypsies and Travellers, and Travelling Showpeople, was discussed. For example, Travelling Showpeople have need for more space to accommodate work equipment compared with Gypsies and Travellers. Also, Gypsies and Travellers tend to use different caravans for different uses e.g. one caravan as living quarters and a second for sleeping. Travelling Showpeople tend to use a large mobile trailer for all

living purposes. These differences may impact on the assessment of accommodation needs including the identification and allocation of suitable land.

- 4.7 One stakeholder from a neighbouring authority stated that although there are currently no sites within their district, there is a need for one transit site, one permanent site to accommodate Gypsy and Traveller 3 pitches, and 2 Travelling Showpeople plots. It was suggested that Gypsy and Traveller households tend to prefer smaller sites of suitable size to accommodate extended families with 3 or 4 caravans.
- 4.8 Other issues mentioned included the failure of local authorities to provide a sufficient number of permanent or transit sites; inflexible planning policies which prevent Gypsy and Traveller households from gaining planning permission for new sites; and GTAAs which underestimate accommodation need.
- 4.9 Stakeholders spoke about how need for more sites and accommodation spaces stems from a range of reasons including overcrowding on pitches or sites, children growing up and in need of their own pitches, families struggling to reside in houses. Other factors that may lead to accommodation need are family separation, divorce, people escaping domestic violence, conflicts within families, and conflict on sites between neighbours. One stakeholder stated that they had recently dealt with two domestic violence cases within the Gypsy and Traveller community. There is growing acknowledgement by service providers of the need to support victims of domestic violence within the community. A local site provides both short- and long-term accommodation and support to families and individuals with specific needs including people escaping domestic violence. They also provide educational and other support to families. The site is currently in need of further permanent pitches and transit provision.
- 4.10 According to stakeholders the main drivers of accommodation need are: a lack of suitable provision; new family formations including on sites where children would like to reside close to family members; concealed households residing on current sites; households residing in bricks and mortar accommodation in need of pitches; and households residing on pitches with temporary planning permission. It was noted that there has been an increase in the number of Gypsy and Traveller households who travel in order to reinforce their cultural identity, and that the DCLG 2015 planning definition may encourage households to travel in order to prove their ethnic status. It was suggested by a stakeholder from a neighbouring authority that there has been an increase in the number of households travelling through the district but with no place to temporarily stop.
- 4.11 In terms of barriers to new permanent or transit sites, it was suggested that it can be difficult to find suitable land. For example, suitable land may be situated in green belts or flood risk areas. It may be difficult to find a balance between affordability and sustainability. Also, local landowners may be reluctant to put forward land for development as Gypsy and Traveller sites. As such, calls for sites are not always successful in identifying appropriate land.
- 4.12 It was suggested that District Councils across Nottinghamshire should establish a county-wide approach to tackling unauthorised encampments including developing a negotiated

stopping policy. Examples of good practice included agreeing the location and length of stay with households on unauthorised encampments. Providing refuse bags to the families meant that unauthorised sites were left in a good condition once the families had moved on.

- 4.13 A stakeholder from a neighbouring authority stated that the council is currently preparing a Gypsy, Traveller and Travelling Showpeople Development Plan Document in relation to accommodation needs. There are currently 2 Travelling Showpeople yards within the district that are privately owned, although any new permanent or transit Gypsy and Traveller site is likely to be owned and managed by the local authority. Another neighbouring authority is developing a Pitch Delivery Strategy to ensure that local accommodation needs can be met. It was suggested that even where a suitable land is identified there may be local opposition to a new site or a lack of political will at both local and national levels to develop new sites.
- 4.14 In terms of suitable locations for new sites, stakeholders suggested that they should be located close to local facilities or current sites could be expanded. Residential sites should be located in areas where land is affordable and sustainable. It was suggested that new temporary sites should be situated close to the main travelling routes of transiting households within a reasonable distance from services, but not adjacent to current residential sites.

Travelling

- 4.15 According to a stakeholder from a neighbouring authority, Gypsies and Travellers tend to visit the district around the same time each year in order to meet up with relatives. They mainly derive from Manchester, the East Midlands, South East, North East and southern Ireland. Most are travelling through the area although some are selling goods or seeking work. Another stakeholder stated that the recently completed GTAA found limited evidence of in-migration from neighbouring authorities. It was suggested that Gypsies and Travellers may travel over broader areas in order to meet the PPTS 2015 definition. Travelling Showpeople work mainly at pre-arranged events such as organised concerts, air shows, fairs, fun fairs, etc. The A1 was regarded by stakeholders as a key route throughout the county.
- 4.16 In relation to unauthorised encampments one stakeholder stated that there had been a steady increase between 2015 and 2017 peaking at 48 in 2017, before gradually declining to around 20 per year. They stated that the weather may impact on the number of unauthorised encampments which decline during periods of heavy rain or flooding. It was noted that Gypsy and Traveller households usually stop travelling in late October and begin again around early April although milder autumns and winters may lead to more travelling. A stakeholder from a neighbouring county stated that they had recently recorded an increase in the number of unauthorised encampments within its boundaries. However, it was suggested that perceived increases in the number of unauthorised encampments is over-stated and are due to a historic under-provision of sites and the implementation of the PPTS 2015 definition. Alternatively, some stakeholders stated that the number of unauthorised encampments in their local authority areas had remained steady over recent years.

- 4.17 Reasons for unauthorised encampments cited by stakeholders included to undertake work; to attend social gatherings such as weddings and funerals; and to attend cultural events or fairs. It was also noted that a lack of permanent and/or transit provision in the county may lead to unauthorised encampments. It was particularly noted that there is a lack of transit provision whilst there is less tolerance to unauthorised encampment at usual stopping places. Similar to new permanent provision, stakeholders regarded the main barriers to new transit provision as being a lack of suitable land and locations, a lack of funding, and public opposition to new sites. It was noted that there is a need for better cooperation between local authorities regarding the provision of new sites.

Relations with the settled community

- 4.18 Generally, stakeholders stated that the relationship between Gypsies and Travellers and the settled community can be difficult. It was suggested that not only can there be differences between Gypsies and Travellers and the settled community, but also differences between different Gypsy and Travellers groups or families. Another stakeholder described the relationship between Gypsies and Travellers and the settled community as 'fraught'. However, once site occupants are known by the local community there is less tension although larger sites may cause problems.
- 4.19 Even calls for land for Gypsy and Traveller sites can lead to opposition from the settled community who may not want new sites located nearby. As such, it was noted that the level of integration between Gypsies, Travellers, and the settled community could be improved. In contrast, the relationship between Travelling Showpeople and the settled community tends to be better.
- 4.20 In response, it was suggested that there needs to be better community cohesion and a more inclusive approach to the Gypsy and Traveller community. This could include raising awareness of the Gypsy and Traveller culture through education which would help dispel myths about the community. It is particularly important for young people to have a better understanding of the Gypsy and Traveller community. More positive representation of the Gypsy and Traveller community in the media should be encouraged. Also, it is important for the settled community to understand why there may be need for more Gypsy and Traveller sites.
- 4.21 Better relations may be formed when settled communities have more positive experiences of existing sites. As such, examples of new sites which have been successfully developed with little or no negative impact on local communities could help dispel local fears and misconceptions. Also, joint community events with members from both the settled, and Gypsy and Traveller, communities may be useful in encouraging integration.
- 4.22 Stakeholders discussed the importance of both the public and service providers of having a better understanding and awareness of the Gypsy and Traveller culture. According to stakeholders, planning applications for new Gypsy and Traveller sites or extensions to

existing sites can attract negative comments from the settled community. A more proactive and positive attitude towards planning applications relating to Gypsy and Traveller sites needs to be encouraged. This would include not allowing racist or discriminatory comments in relation to planning applications for new sites or extensions to existing sites. There needs to be more work to help bridge the gap between the different communities.

Health and education needs

- 4.23 Stakeholders were asked if they were aware of any health, education or other service needs amongst the Gypsy and Traveller community. Some stakeholders were not aware of any specific issues, although it was suggested that the Gypsy and Traveller community have poor health and educational outcomes when compared to the settled community. Stakeholders working in the health, education or housing sectors spoke about the need to encourage Gypsy and Traveller households to access services. It was noted that Gypsy and Traveller households residing in bricks and mortar accommodation were more likely to access health and education services compared with families residing on sites. In particular, transiting households are less likely to access services.
- 4.24 It was noted that Gypsies and Travellers are a hard to reach group. This is exacerbated by many having limited literacy skills or no registered address to enable them to receive mail. Also, the contact numbers of such households may frequently change. There can also be a lack of trust of Gypsy and Traveller households towards service providers. As such, it is important for service providers to build a good relationship with the community and ensure that households are aware of services and encouraged to access them.

Cooperation between local authorities

- 4.25 Stakeholders were asked whether local authorities and agencies cooperate well on Gypsy and Traveller issues. It was suggested that there could be better cooperation between Nottinghamshire local authorities to meet transit needs although this could include developing a negotiated stopping places policy rather than new site provision. Similarly, it was suggested that there could be better coordination between the Nottinghamshire local authorities to identify suitable locations for new permanent and transit sites. It was noted that there are no emergency stopping places in Nottinghamshire which would help reduce the number of unauthorised encampments. One stakeholder stated that they liaised with neighbouring authorities and the County Council in order to help identify potential sites. It was suggested that there should be more flexible planning criteria to allow for the development of sites beyond settlement boundaries. Some stakeholders also commented on how, in the past, it was more effective when there used to be a county-wide liaison officer whom Gypsies and Travellers and the different council department and agencies could call on for help and information.
- 4.26 It was suggested that local authorities used to do more community cohesion work. However, government cuts mean that it is more difficult for local authorities to undertake such work.

For example, there used to be a county-wide Community Liaison Team which included an officer whom worked with the Gypsy and Traveller community. Budget cuts mean that such work is now undertaken by various officers in addition to existing duties.

Summary

- 4.27 The stakeholder consultation offered important insights into the main issues faced by Gypsies and Travellers within the county. It was generally acknowledged that there is a lack of accommodation provision. Generally, the main issue is a lack of suitable, well managed, and accessible sites in the county. In particular, there are no local authority managed sites within the county offering transit accommodation. Key barriers to the provision of new sites mentioned by stakeholders included a lack of suitable land, public and political opposition to new sites, and a lack of understanding regarding the accommodation needs of the Gypsy and Traveller community. Also, local landowners may be reluctant to put forward land for development as Gypsy and Traveller sites.
- 4.28 According to stakeholders, it can be difficult to determine the travelling patterns of the Gypsy and Traveller community. There was no agreement regarding the impact of the revised DCLG (August 2015) definition on travelling, although it was suggested that it could lead to more households travelling in order to prove ethnic status. Families travel for a range of reasons such as work, to visit family or friends, or the attend cultural events or fairs.
- 4.29 It is apparent from stakeholders that they perceive the relationship between Gypsies and Travellers and the settled community as frequently difficult. This leads to the need for better cultural awareness and a more inclusive approach to the Gypsy and Traveller community. This could take the form of education and more positive representation of the Gypsy and Traveller community in the media. However, building trust between Gypsies and Travellers could be difficult and will take time. In relation to specific service needs, children may find it difficult to access schools which accept them, whilst older people may need support accessing health facilities. Finally, stakeholders suggested that there needs to be better communication and cooperation regarding Gypsy and Traveller issues between departments and agencies within the county.

5. Consultation with Gypsies and Travellers

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 borough. In doing so, it examines the key findings derived from the consultation with Gypsy and Traveller families. It represents 80 households¹⁷ including 25 out of 31 residing on permanent occupied pitches (81%), 21 households residing on two unauthorised developments (with permission to reside by the land owner but without planning permission), 1 household on a site with temporary planning permission, 28 on private transit pitches located across two sites (with planning permission for 44 transit pitches in total), and 5 households residing in bricks and mortar accommodation during the consultation period.
- 5.2 The number and location of pitches were determined using local authority data. Households were consulted on key issues regarding accommodation needs. The consultation was undertaken in October and November 2019. The combination of local authority data, site visits and consultation with households and stakeholders helped to clarify the status of pitches i.e. which pitches are occupied by Gypsies and Travellers, vacant pitches, overcrowded pitches, pitches occupied by household members with a need for separate accommodation, and hidden households, amongst other needs issues.
- 5.3 All efforts were made to access households residing in bricks and mortar accommodation. However, it was not possible to identify a sufficient sample to determine the accommodation needs of the whole population residing in bricks and mortar accommodation. As discussed above, 5 households living in bricks and mortar accommodation were consulted both in terms of accommodation needs and existing sites (2 in relation to the transit sites they manage and 1 in relation to a site part owned and occupied). The methods used in attempting to contact households residing in bricks and mortar accommodation included:
- Asking households residing on sites if they were aware of any relatives or friends residing in bricks and mortar accommodation;
 - Contacting key stakeholders to request help to access Gypsies and Travellers living in bricks and mortar; and
 - Seeking information about the location of households residing in bricks and mortar accommodation through the stakeholder interviews

Population Characteristics

¹⁷ 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.

- 5.4 This consultation represents 80 households. The majority of households describe themselves as either Romany Gypsies or simply as Travellers, and 18 Irish Travellers (in accordance with ethnic identity and given full protection under the Equality Act 2010). Interestingly, this compares with figures derived from the 2011 Census which suggests that there were 80 Gypsies and Travellers residing in the District¹⁸. However, whilst the Census figures are likely to reflect a larger proportion of Gypsies and Travellers living in bricks and mortar accommodation, they appear to underestimate the level of Gypsies and Travellers in the area, either on sites or in houses. The average size of families residing on the sites is 3.3 people, which compares to the 2011 UK average of 2.4 people per household (Gypsy and Traveller households tend to be larger than the settled community).
- 5.5 Not all households residing on sites are related to one another. Some smaller sites are occupied only by family members or close friends. This includes the regular occupants of two transit sites (one transit site is adjacent to a small permanent site, whilst the second is adjacent to the site owner's house). Also, one of the unauthorised developments consists of one extended family. Other sites consist of several families. The largest site consists of groups of families which either own or rent pitches. A second unauthorised development which adjoins an existing site consists of several families who reside on the site with the agreement of the landowner who also resides on the site. Most households had lived on their respective site since it was first developed. There are three generations of the same family residing on some of the pitches within the District.

Residency characteristics

- 5.6 Household size on each pitch varied between 1 person and 10 persons. All pitches in the area are privately owned. Most pitches are occupied by the landowners or by land owned by family or friends. Longevity of tenure varied between a few months to over 10 years. Most households have strong links to the local area (or neighbouring authorities), either having lived in the area for most if not all of their lives, or through family members. The commitment of families to remaining on existing sites is reflected in the fact that all wanted to remain residing on their site and almost all stated that they did not intend to move in the future. Households current without permanent pitches wanted to reside close to family members. All households perceived residing close to family, having their own home, and ideally owning land as providing security and stability. Only households without suitable accommodation spoke about moving on although all wanted to stay within the local area.
- 5.7 In terms of spatial provision, with the exception of households residing on transit sites and the 3 overcrowded pitches, all households occupying permanent pitches, pitches with temporary planning permission, and residing on unauthorised developments stated that they had sufficient space on pitches. However, residents on the transit sites had limited space. This was particularly the case on one transit site to the high level of demand for transit spaces. Households on overcrowded pitches stated that they had to manage with limited space due to a lack of affordable alternatives. The household residing on the temporary site,

¹⁸ See ONS 2011 Census Table KS201EW Ethnic Group located at: <http://www.ons.gov.uk/>

households on overcrowded pitches, and households residing on unauthorised developments spoke about the need for having land to develop sites.

- 5.8 The size and layout of pitches and sites varied including a small family site for one nuclear family living on one pitch; an extended family made up of three nuclear groups living on a site with three clearly marked out pitches; an 8 pitch site set out on what initially appears to be three separately fenced-off sections with shared facilities and open plan layout (but one of the three sections is accommodating 4 households of the same extended family each residing on a separate pitch and the second and third sections each accommodating a nuclear family spread across two pitches per section) and a large site with 20 clearly marked out pitches each with its own gate and fencing around each pitch.

Satisfaction

- 5.9 In terms of site conditions, amenities and the location residents were generally satisfied. All households residing on family sites were satisfied. Some households residing on privately owned sites were keen to make further improvement to sites but were limited as to what they could do due to financial and planning constraints.
- 5.10 Some households were concerned about planning constraints including not being able to work from home. This was regarded as restricting the Gypsy and Traveller culture and way of life. Self-employed households using a van for work were unsure as to what type of work could be undertaken on site. They stated they require access to at least one work vehicle on site and space for a small amount of work equipment.
- 5.11 Almost all households stated that they felt safe due to the mutual support of neighbours, families and friends. Households who reside on unauthorised developments and on the temporary site regarded not having a permanent site as leading to feeling less safe and higher levels of anxiety and insecurity.
- 5.12 Being able to reside on a site close to other Gypsies and Travellers (especially family and friends) was regarded as very important. They explained that this is one reason many Gypsies and Travellers struggle to reside in bricks and mortar accommodation. One stated that: "we need that feeling of outside space around us, to have family and our own around us, and not feeling trapped". Another spoke of how "even static caravans and what people refer to as chalets are transportable and give us a feeling of freedom".
- 5.13 Another stated: "a site gives us security and stability, access to health care, education and employment. But how we set out our sites and living in caravans in whatever form gives us that feeling of freedom – not being trapped and feeling the space around us even when we are inside".

Discrimination

- 5.14 All households had experienced some form of discrimination due to their cultural identity. They also considered it necessary, on occasion, to hide their ethnic identity in order to access services, for employment and to avoid further discrimination. 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. Some spoke about how racial discrimination is worst during the time someone is applying for

planning permission. This discrimination was seen as the key barrier to families getting sites. Households also commented on positive experiences and how important it is to break down barriers. Some spoke about how different it is when local people know them and are not influenced by the media and negative stereotypes.

Health

- 5.15 In relation to accessing health services, most households were registered with a General Practice. Health issues reported by households included: problems due to old age, mental health issues, long-term illness, high blood pressure, asthma and chest complaints, and physical disability. Compared with the settled community, the health status of Gypsies and Travellers tends to be poorer than the general population¹⁹. Households without the security of a permanent site spoke about how this status adversely impacted on health.

Education and employment

- 5.16 Education was regarded by households as important, particularly for children of primary age. 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 early education and planned to send children to a nursery. All primary school aged children attended school. Some secondary school aged children attended school although most were home tutored. Boys of secondary school aged tended to work alongside their fathers. Whilst households recognised the importance of gaining qualifications, for most, secondary education was not regarded as part of their way of life. Most households spoke about positive experiences with local schools. Some children commented on liking school.
- 5.17 Households commented on how traditional employment opportunities for Gypsies and Travellers are now less available and this is why education is becoming more important. Some families spoke about how well their children were doing in terms of education and how well their grown-up children were doing in term of careers. Employment status varied, including the majority of households with the main earner being self-employed, followed by housewives. Some Gypsies and Travellers of retirement age retired were still working in order to financially manage including some who are self-employed. Areas of employment mentioned by households included the retail sector, security, education, construction, and health care.

Travelling

- 5.18 This GTAA provides two needs figures: first, a need figure based on ethnic identity; and second, a figure based on the PPTS (August 2015) definition. For planning purposes, the revised PPTS (August 2015) definition only includes the accommodation needs of families who have not permanently ceased to travel. Few surveyed households stated that they have permanently ceased travelling. However, they stated that, reflecting cultural identity, they still

¹⁹ Cemlyn, Sarah, Greenfields, Margaret, Burnett, Sally, Matthews, Zoe and Whitwell, Chris (2009) *Inequalities Experience by Gypsy and Traveller Communities: A Review*, Equality and Human Rights Commission, London.

feel a desire to travel even if they had not done so for many years. Households who had stopped travelling did so due to health issues, old age, or being unable to travel.

- 5.19 According to one household the provision of more sites would mean that there would be less need for Gypsy and Traveller households to reside on the roadside or in carparks etc. This would reduce the impact of unauthorised encampments on the settled community. Households commented on the range of reasons why they travel including for cultural reasons, to meet with family and friends, to attend events, for work, and for holidaying. Some households stated that they do not travel as much as they used to although this did not preclude travelling in the future. Very few households stated that they had permanently ceased travelling.
- 5.20 Some households residing on transit sites have need for permanent pitches in the local area, whilst most were visiting and either have permanent accommodation elsewhere, or prefer a more transient lifestyle. Two of the transit sites are primarily used as a base by households related to the site owners and do not require permanent accommodation.

Accommodation need

- 5.21 Households stated that there is a need for more permanent sites in the District, and transit provision for households who visit or travel through the area. They spoke about being aware of Gypsies and Travellers residing in bricks and mortar accommodation in the District who are in need of pitches. They stated that such households are only residing in housing due to a lack of permanent pitch provision. Some surveyed households commented on how older children often have to stay with families longer due to lack of available pitches and the high cost of pitches or alternative accommodation. Also, some families double-up on pitches due to limited alternatives.
- 5.22 Households stated that some, whilst not all, of the sites have capacity to expand to meet the accommodation needs of the occupants of the site. This includes the unauthorised developments which have the capacity to not only meet the need of the current households, but also the emerging households (steps 9 and 14), the pitch with temporary permission which has the capacity to meet its current need and that of their future need in the future, and some of the permanent sites.
- 5.23 From consultation with households it was determined that small family sites are ideal. Having their own pitch was important. Households residing on sites with temporary planning permission or no access to a permanent pitch stated that they wanted was somewhere to call 'home'.
- 5.24 Two issues mentioned by families were difficulties in obtaining planning permission for new sites and preconceptions by the settled community about such applications. They spoke about how important it is for families to have a base, a place to call home, and a place that provides security and stability.

- 5.25 Around a quarter of households had at some time resided in bricks and mortar accommodation, but all stated that they left as they were unable to cope. The households residing on permanent sites enjoy living together as a community, know one another well, and are mutually supportive. They stated that this type of support is difficult for Gypsies and Travellers residing in housing. The Gypsy and Traveller households consulted estimated the number of households residing in bricks and mortar accommodation ranging from at least twice as many as those residing on sites to well over 100. It was suggested that some Gypsy and Traveller households with bricks and mortar accommodation actually reside in caravans located on drives or gardens.
- 5.26 Whilst acknowledging the existence and value of the three transit sites in the area, households stated that these are primarily occupied or used by households with links to site owners. It was suggested that there needs to be sufficient space on sites to enable family and friends to visit. It was also suggested by households (including the owners of transit sites) that negotiated stopping agreements would help resolve issues with unauthorised encampments. These involve the police and local authorities developing a formal agreement with households on unauthorised encampments as to where and how long they could stay.

Requirement for residential pitches 2019-2024²⁰

- 5.27 The need for residential pitches in the District is assessed according to a 15-step process, based on the model suggested in DCLG (2007) guidance and supplemented by data derived from the survey. The results are shown in Table 5.1 below, while the subsequent section contains explanations of the sourcing and calculation of figures for each step.
- 5.28 As discussed in Chapter 2, there are differing interpretations of the PPTS (August 2015) definition. As such, the needs assessment provides two accommodation needs figures: first, one based on ethnic identity ('Ethnic' column); and second, one based on PPTS 2015 ('PPTS' column).
- 5.29 It should be noted that there is land which previously operated as an authorised private site whose potential use is currently under review. If this site was not to be brought back into use as a Gypsy and Traveller site within the first five years of the plan period, then potential supply would decrease by 28 from 33 to 5 pitches. Subsequently, the ethnic based accommodation need within the first 5 years would increase from 18 to 46 pitches, and the PPTS accommodation need from 10 to 38 pitches. For the period 2019-2037 ethnic accommodation need would increase from 52 to 80 pitches, whilst the PPTS need would increase from 40 to 68 pitches.

²⁰ Please note that due to rounding column totals may differ slightly from row totals

Table 5.1 Estimate of the need for permanent residential site pitches 2019-2024

	Ethnic	PPTS
1) Current occupied permanent residential site pitches	31	31
<i>Current residential supply</i>		
2) Number of unused residential pitches available	0	0
3) Number of existing pitches expected to become vacant through mortality 2019-2024	1	1
4) Net number of family units on sites expected to leave the District in next 5 years	0	0
5) Number of family units on sites expected to move into housing in next 5 years	0	0
6) Residential pitches planned to be built or to be brought back into use 2019-2024	33	33
7) Less pitches with temporary planning permission	1	1
Total Supply	33	33
<i>Current residential need: Pitches</i>		
8) Family units (on pitches) seeking residential pitches in the area, 2019-2024, 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	6	6
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	21	19
12) Family units currently overcrowded (or hidden family members) on pitches seeking residential pitches in the area, excluding those containing an emerging family unit in step 8	3	1
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	15	13
Total Need	45	39
<i>Current residential need: Housing</i>		
15) Family units in housing but with a psychological aversion to housed accommodation	6	4
Total Need	51	43
<i>Balance of Need and Supply</i>		
Total Additional Pitch Requirement	18	10
Annualised Additional Pitch Requirement	4	2

Source: GTAA 2019

Requirement for residential pitches 2019-2024: steps of the calculation

5.30 The calculations depend on base information derived from the GTAA using data corroborated by local authorities in the District. 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

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

Supply of pitches 2019-2024

5.32 Supply (steps 1 to 7) steps are the same irrespective of the definition of accommodation need used.

Step 1: Current occupied permanent site pitches

5.33 This is based on information provided by the Council and corroborated by information derived from site surveys. There are currently 31 occupied authorised Gypsy and Traveller pitches in the District.

Step 2: Number of unused residential pitches available

5.34 According to the survey data there are currently 0 vacant pitches.

Step 3: Number of existing pitches expected to become vacant 2019-2024

5.35 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.²¹

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

5.36 This was determined by survey data. It was assumed, given that development of sites is likely to occur in the areas surrounding the District as well as in the planning area itself (which in the case of this GTAA is the same geographical area), 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. Given the low level of interest of surveyed households leaving the District, this resulted in the supply of 0 pitches.

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

²¹ 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.

5.37 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. A supply of 0 pitches in the area is expected from this source, excluding those moving out of the District, since these are already counted in step 4.

Step 6: Residential pitches planned to be built or brought back into use, 2019-2024

5.38 This is determined by local authority data and from an assessment of sites during visits. There are 33 pitches in the area that are expected to be built or brought back into use in the District during the period 2019-2024. These pitches are referred to as 'potential'. Potential pitches include those which have been partly developed or which were previously occupied but are now vacant and in need of redevelopment.

Step 7: Pitches with temporary planning permission

5.39 This is determined by local authority data. It is assumed families living on pitches whose planning permission expires within the period 2019-2024 will still require accommodation within the District. There is currently 1 pitch with temporary planning permission.

Need for pitches 2019-2024

5.40 This needs assessment provides two accommodation needs figures: first, based on ethnic identity ('Ethnic' column); and second, based on PPTS 2015 ('PPTS' column).

Step 8: Family units on pitches seeking residential pitches in the District 2019-2024

5.41 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.

5.42 This category of need overlaps with those moving due to overcrowding, counted in step 11, and so any family units which both are overcrowded and seeking accommodation are deducted from this total. This generates a total need of 0 pitches in the District.

Step 9: Family units on transit pitches seeking residential pitches in the District 2019-2024

5.43 This was determined by survey data. These family units reported that they require permanent pitches within the District in the next five years. This generates a total need of 6 pitches in the area.

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

- 5.44 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 District. Please note that only Gypsies and Travellers requiring permanent accommodation within the District have been included in this calculation – transiting Gypsies and Travellers are included in separate calculations. There were 0 households residing on unauthorised encampments across the authority interviewed during the survey period, resulting in 0 of them with accommodation need.

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

- 5.45 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 21 pitches deriving from unauthorised developments in the area, based on the ethnic definition of Gypsy and Traveller and 19 based on the PPTS definition.

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

- 5.46 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 additional pitches in the area to resolve overcrowding over the period 2019-2024 ('ethnic definition'), and 1 pitch ('PPTS' definition).

Step 13: New family units expected to arrive from elsewhere

- 5.47 In the absence of any sustainable data derivable from primary or secondary sources (beyond anecdotal evidence) on the moving intentions of those outside the District 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 District.

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

- 5.48 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 15 new households requiring residential pitches over the period 2019-2024 ('ethnic definition'), and 13 pitches ('PPTS' definition).

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

5.49 This was determined firstly by estimating the number of houses occupied by Gypsies and Travellers. Work undertaken by Shelter (2005) estimates that between one-half to two-thirds of the Gypsy and Traveller population are currently in bricks and mortar accommodation. From consultation with stakeholders and with the Gypsy and travellers, it is estimated that at least twice as many gypsies and Travellers live in bricks and mortar to those on sites. Therefore, there are at least 62 (2 x 31) Gypsy and Traveller households residing in bricks and mortar accommodation within the District. From previous GTAA's undertaken by *RRR Consultancy Ltd* it is estimated that a minimum of 10% of Gypsies and Travellers residing in bricks and mortar accommodation experience psychological aversion and require accommodating on sites. This therefore results in a need based on psychological aversion of 6 pitches based on the 'ethnic definition', and 4 pitches in relation to the 'PPTS' definition.

Balance of Need and Supply

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

Table 5.2: Summary of Gypsy and Traveller pitch needs 2019-24		
	Ethnic	PPTS
Supply	33	33
Need	51	43
Difference	18	10

Source: GTAA 2019

Requirement for residential pitches 2024-2037

5.51 Considering future need it assumed that those families with psychological aversion to living in brick and mortar will move onto sites within a 5-year period. As such, only natural population increase, mortality, and movement into and out of the District 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 5.8 below. Please note that the 2019 base figures include both authorised occupied and vacant pitches, whilst the 2024 base figures assume that any potential pitches have been developed.

Table 5.3 Base figures for pitches as at 2024 assuming all need is met for 2019-2024					
	2019 Base	Vacant	Potentials 2019-24	Need 2019-24	2024 Base
Ethnic	31	0	33	18	82
PPTS	31	0	33	10	74

Source: GTAA 2019

5.52 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 appropriate.

- 5.53 In relation to this accommodation assessment, analysis of the current population indicates that an annual household growth rate of 3.38 % per annum (compound) equating to a 5-year rate of 18.1% 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. The rate is slightly higher than the 2.5% estimated upper limit as the average number of children per family is relatively high at 2.45 children. It is assumed that these rates are likely to continue during the period 2029-2037.
- 5.54 The following tables show the accommodation need for the periods 2024-2029, 2029-2034, and 2034-2037.

Table 5.4 Estimate of the need for residential pitches 2024-2029		
<i>Pitches as at 2024-2029</i>		
	Ethnic	PPTS
1) Estimated pitches occupied by Gypsies and Travellers	82	74
<i>Supply of pitches</i>		
2) Pitches expected to become vacant due to mortality 2024-2029	2	2
3) Number of family units on pitches expected to move out of the District	0	0
Total Supply	2	2
<i>Need for pitches</i>		
4) Family units moving into the District (100% of outflow)	0	0
5) Newly forming family units	14	13
Total Need	14	13
<i>Additional Need</i>		
Total additional pitch requirement, 2024-2029	12	11
Annualised additional pitch requirement	2	2

Source: GTAA 2019

Table 5.5 Estimate of the need for residential pitches 2029-2034		
<i>Pitches as at 2029-2034</i>		
	Ethnic	PPTS
1) Estimated pitches occupied by Gypsies and Travellers	94	85
<i>Supply of pitches</i>		
2) Pitches expected to become vacant due to mortality 2029-2034	3	3
3) Number of family units on pitches expected to move out of the District	0	0
Total Supply	3	3
<i>Need for pitches</i>		
4) Family units moving into the District (100% of outflow)	0	0
5) Newly forming family units	16	15
Total Need	16	15
<i>Additional Need</i>		
Total additional pitch requirement, 2029-2034	13	12
Annualised additional pitch requirement	3	2

Source: GTAA 2019

Table 5.6 Estimate of the need for residential pitches 2034-2037		
<i>Pitches as at 2034-2037</i>		
	Ethnic	PPTS
1) Estimated pitches occupied by Gypsies and Travellers	107	97
<i>Supply of pitches</i>		
2) Pitches expected to become vacant due to mortality 2034-2037	2	2
3) Number of family units on pitches expected to move out of the District	0	0
Total Supply	2	2
<i>Need for pitches</i>		
4) Family units moving into the District (100% of outflow)	0	0
5) Newly forming family units	11	9
Total Need	11	9
<i>Additional Need</i>		
Total additional pitch requirement, 2034-2037	9	7
Annualised additional pitch requirement	2	2

Source: GTAA 2019

Requirements for transit pitches / negotiated stopping arrangements: 2019-2037

- 5.55 Whist recognising the value and need for the transit sites already in the area, there is still a need to respond to unauthorised encampments. As such, it is recommended that the Council considers setting up a negotiated stopping places policy, and to set this up on either a District or a county-wide basis. 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.
- 5.56 Agreements could be made with households residing on sites allowing visiting family and friends to stay for agreed periods of time. This could lead to fewer unauthorised encampments which adversely impact on the local community.

Summary

- 5.57 This chapter has provided both quantitative and qualitative data regarding key characteristics of respondent households residing on Gypsy and Traveller sites. Most of the need is from two sites which are occupied by households with accommodation need and permission to be on the sites, but where the sites lack planning permission. Overall accommodation need resulting from the calculations in the tables above is as follows.

Table 5.7 Summary of Gypsy and Traveller pitch needs 2019-37					
Period	2019-2024	2024-29	2029-2034	2034-2037	Total
PPTS	10	11	12	7	40
Ethnic	18	12	13	9	52

Source: GTAA 2019

6. Conclusions on the evidence

Introduction

- 6.1 This final chapter draws conclusions from the evidence. The main source of evidence is the analysis discussed in Chapter 5 although reference is also made to qualitative findings. This chapter summarises some of the earlier discussion in Chapters 1 and 2. It then makes a series of recommendations relating to meeting the identified need for new pitches, site management and facilities, and recording and monitoring processes.

Policy Changes

- 6.2 In August 2015 the DCLG published 'Planning Policy for Traveller Sites'. 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.

- 6.3 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.

- 6.4 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.

- 6.5 The accommodation needs calculations undertaken as part of this GTAA were based on analysis of secondary data and consultation with stakeholders and Gypsies and Travellers. It does not include consultation with Travelling Showpeople households, as there are no known Showpeople families residing in the area.

- 6.6 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.

- 6.7 Importantly, according to correspondence between *RRR Consultancy Ltd* and DCLG (27 October 2016), the DCLG stated that it is for local housing authorities to assess and understand the accommodation needs of people who reside in or resort to the area with respect to the provision of caravan sites or houseboats.

New pitch provision

- 6.8 The main driver of need is from 2 unauthorised developments and households with children who will need their own pitch within the next five years. Table 6.1 summarises accommodation need within the District for the period 2019-2037.

Table 6.1 Summary of Gypsy and Traveller pitch needs 2019-37					
Period	2019-2024	2024-29	2029-2034	2034-2037	Total
PPTS	10	11	12	7	40
Ethnic	18	12	13	9	52

Source: GTAA 2019

- 6.9 It should be noted that there is land which previously operated as an authorised private site whose potential use is currently under review. If this site was not to be brought back into use as a Gypsy and Traveller site within the first five years of the plan period, then potential supply would decrease by 28 from 33 to 5 pitches. Subsequently, the ethnic based accommodation need within the first 5 years would increase from 18 to 46 pitches, and the PPTS accommodation need from 10 to 38 pitches. For the period 2019-2037 ethnic accommodation need would increase from 52 to 80 pitches, whilst the PPTS need would increase from 40 to 68 pitches.

Facilitating new sites

- 6.10 A key issue remains the facilitation of new sites. The difference between current local public and private provision is due to several factors. One factor is that, as acknowledged by stakeholders (see Chapter 5) the development process including the acquisition of land is too expensive and complex for most Gypsy and Traveller families. 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 in coming years.
- 6.11 The local authority 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 families carrying out physical development of the site (self-build) with the landowner providing the land on affordable terms. Local councils might develop such initiatives or in partnership with Registered Providers. The

local authority could examine their Strategic Housing and Employment Land Availability Assessments (HELAA) to identify suitable locations.

- 6.12 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 options.
- 6.13 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 community²².
- 6.14 It is important to note that most of the need, if not all, can be met, if they meet the planning conditions and regulations, on existing land owned by the Gypsies and Travellers with the need. It is therefore important to consider this land first as part of the land supply when considering how the facilitate new sites.

The location of new sites

- 6.15 Stakeholder comments suggested that smaller sites are preferred by Gypsy and Traveller households. Monitoring of future site provision and vacant pitches and plots should be undertaken by the local authority 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.
- 6.16 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 is a preference is for smaller sites which tend to be easier to manage.
- 6.17 The council should consider the application of 'negotiated stopping places' whereby negotiated arrangements allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time.
- 6.18 In terms of identifying broad locations for new permanent sites, there are a number of factors which could be considered including:

²² *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.

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 site?

Social

- Does the proposed location of the new site 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?
- Is access easy or will easements across other land be needed both for residents and services/utilities?
- Are utilities close enough to service the site at realistic prices?

Deliverability

- Does the proposed location meet existing general planning policy in terms of residential use?
- Are there likely to be objections to the location of the proposed site?
- Can the owner sell the land easily and quickly?
- Can utilities connect to the proposed site?
- Can highways connect to the proposed site?

6.19 Considering the evidence gathered throughout the GTANA 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 sites are within reasonable travelling distance of social, welfare and cultural services
- The need to carefully consider the proximity of new sites to existing sites i.e. whether social tensions might arise if new sites are located too close to existing sites
- The sustainability of new sites i.e. ensuring that they do not detrimentally impact on the local environment and do not place undue pressure on the local infrastructure

6.20 It is important that new sites 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.

- 6.21 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
- 6.22 By considering the guidance outlined above as well as the results of the stakeholder consultation, it is possible to identify broad locations for the provision of new sites in relation to the study area.

The size of new pitches

- 6.23 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.
- 6.24 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
- 6.25 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.

Summary

6.26 There is an overall shortfall in the study of residential pitches, no plots for Travelling Showpeople, and a county wide negotiated /emergency stopping policy. The policy process that follows on from this research will also need to consider how Gypsies, Travellers and Travelling Showpeople can be helped through the planning process to find suitable sites.

6.27 Finally, this report recommends that the local authority:

- Develops a holistic vision for their work on Gypsies and Travellers, and embed it in Community and Homelessness Strategies, Local Development Plans and planning and reporting obligations under the Equality Act 2010.
- Formalise communication processes between relevant housing, planning and enforcement officers etc. in both study area and neighbouring local authorities.
- Advise Gypsies and Travellers on the most suitable land for residential use and provide help with the application process.
- Develop internal policies on how to deal with racist representations in the planning approval process.
- Develop criteria and process for determining the suitability of Gypsy and Traveller sites, as indicated above.
- In liaison with relevant enforcement agencies such as the police and neighbouring authorities to develop a common approach to dealing with unauthorised encampments.
- With neighbouring authorities 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).
- Consider an approach to setting up negotiated stopping arrangements to address unauthorised encampments for set periods of time at agreed locations on a countywide basis.
- Identify locations for new provision.
- Encourage council departments and other agencies to include Gypsy and Traveller categories on ethnic monitoring forms to improve data on population numbers, particularly in housing. Also, there needs to be better sharing of information between agencies which deal with the Gypsy and Traveller community.
- The population size and demographics of Gypsies and Travellers can change rapidly. As such, their accommodation needs should be reviewed every 5 to 7 years.

Bibliography

Bassetlaw District Council, *Draft Bassetlaw Plan (Consultation Draft)*, January 2019.

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

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.

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.

Cullen, Sue, Hayes, Paul and Hughes, Liz (2008), *Good practice guide: working with housed Gypsies and Travellers*, Shelter, London

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

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

DCLG, *Draft Guidance to local housing authorities on the periodical review of housing needs (Caravans and Houseboats)* March 2016.

Department of Education, Schools, pupils and their characteristics, January 2019 located at: <https://www.gov.uk/government/statistics/schools-pupils-and-their-characteristics-january-2019>

Equality and Human Rights Commission, *Gypsy and Traveller sites: the revised planning definition's impact on assessing accommodation needs*, Research Report 128, September 2019.

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

Liegeois, J. P. (1994) *Romas, Gypsies and Travellers*, Strasbourg: Council of Europe.
Mid Suffolk Development Plan Document, Adopted 2008.

Ministry of Housing, Communities and Local Government (MHCLG), *January 2019 Traveller Caravan Count*, June 2019.

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

Niner, PM (2004) 'Accommodating Nomadism? An Examination of Accommodation Options for Gypsies and Travellers in England', *Housing Studies*, Carfax Publishing.

Niner, Pat, *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>

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

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 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 Development Documents (LDD)

Local Plans and other documents that contain policies and are subject to external examination by an Inspector.

Mobile home

For legal purposes it is a caravan. Section 29 (1) of the Caravan Sites and Control of Development Act 1960 defines 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..."

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 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

Members of the settled community who have chosen a nomadic or semi-nomadic lifestyle (formerly New Age Traveller).

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.

Registered Provider

A provider of social housing, registered with the Homes and Communities Agency (HCA) under powers in the 2008 Housing and Regeneration Act. This term replaced 'Registered Social Landlord' (RSL) and encompasses housing associations, trusts, cooperatives and companies.

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 registered provider.

Tolerated

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

Trailer

Term commonly used by Gypsies and Travellers for a moveable caravan.

Transit site/pitch

A site/pitch intended for short-term use, with a maximum period of stay.

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.

Winter quarters

A site occupied by Travelling Showpeople, traditionally used when not travelling to provide fairs or circuses. Many now involve year-round occupation.

Yard

A term used for a site occupied by Travelling Showpeople. They are often rented by different families with clearly defined plots.