

South Worcestershire Gypsy and Traveller Accommodation Assessment

Final Report

October 2019

RRR Consultancy Ltd



Table of Contents

Table of Contents	2
Executive Summary	4
<i>Introduction</i>	4
<i>Policy context</i>	4
<i>Population Trends</i>	5
<i>Stakeholder Consultation</i>	6
<i>Surveys of Gypsy and Traveller families</i>	7
<i>Accommodation need</i>	7
<i>Conclusion and Recommendations</i>	8
1. Introduction	10
<i>Study context</i>	10
<i>Methodological context</i>	10
<i>Geographical context</i>	10
<i>South Worcestershire study area</i>	11
<i>Gypsies, Travellers and Travelling Showpeople in the study area</i>	12
2. Policy context	13
<i>Introduction</i>	13
<i>National Policies</i>	13
<i>Definition Context</i>	14
<i>Local Planning Policies</i>	17
<i>Duty to cooperate and cross-border issues</i>	19
3. Trends in the population levels	23
<i>Introduction</i>	23
<i>Population</i>	24
<i>Data on unauthorised encampments</i>	28
<i>Local authority data on unauthorised encampments</i>	29
<i>Permanent residential pitches within the study area</i>	30
<i>Travelling Showpeople</i>	31
4. Stakeholder consultation	32
<i>Introduction</i>	32
<i>Accommodation needs</i>	32
<i>Barriers to new provision</i>	33
<i>Transit provision and travelling patterns</i>	34
<i>Relationship between Gypsies, Travellers and the settled community</i>	35
5. Gypsies and Travellers Consultation	37
<i>Introduction</i>	37
<i>Residency characteristics</i>	39
<i>Satisfaction</i>	39
<i>Education and employment</i>	40
<i>Travelling</i>	41
<i>Accommodation need</i>	41
<i>Requirement for residential pitches 2019-2023</i>	42

<i>Requirement for residential pitches 2024-2041</i>	49
<i>Requirements for transit pitches / negotiated stopping arrangements: 2019-2041</i>	51
<i>Summary</i>	52
6. Travelling Showpeople living on yards	53
<i>Introduction</i>	53
<i>Residency characteristics</i>	53
<i>Satisfaction</i>	53
<i>Education and employment</i>	54
<i>Accommodation need</i>	54
<i>Requirement for residential plots 2024-2041</i>	58
<i>Requirements for transit plots / negotiated stopping arrangements: 2019-2041</i>	61
<i>Summary</i>	61
7. Conclusion and Recommendations	62
<i>Accommodation need</i>	62
<i>Facilitating new provision</i>	63
<i>The location of new provision in South Worcestershire</i>	64
<i>The size of new provision</i>	66
Appendix 1: South Worcestershire local authority accommodation needs 2019-2041	68
Bibliography	72
Glossary	74

Executive Summary

Introduction

- S1. In October 2018 the South Worcestershire Councils (SWCs) of Malvern Hills District Council, Worcester City Council, and Wychavon District Council commissioned *RRR Consultancy Ltd* to undertake a Gypsy and Traveller Accommodation Assessment (GTAA) for the period 2019-2041. The results will be used as an evidence base for policy development in housing and planning and to inform the allocation of resources.
- S2. The requirement to assess the accommodation needs of Gypsies and Travellers and Travelling Showpeople is established through national guidance contained in Planning Policy for Travellers (DCLG, 2015).
- S3. To achieve the study aims, the research drew on a number of data sources including:
- Review of secondary information: a review of national and local planning policies and recently undertaken GTAAs, and analysis of secondary data. This included analysis of the most recently published (January 2019) MHCLG Traveller Caravan Count to determine trends in the population of Gypsies and Travellers.
 - An online survey and interviews with key stakeholders providing qualitative data regarding the accommodation needs of Gypsies, Travellers, and Travelling Showpeople.
 - Extensive face-to-face surveys of Gypsies, Travellers and Travelling Showpeople within South Worcestershire, covering a range of issues related to accommodation and service needs. This key methodology determined an extensive range of data enabling accommodation needs to be determined.

Policy context

- S4. In August 2015, the Government published its amended planning policy for traveller sites (PPTS), 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. In addition footnote 25 of the NPPF clarifies that Planning Policy for Traveller Sites sets out how travellers' housing needs should be assessed for those covered by the definition in Annex 1 of that document. 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.
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- S5. Given differences in defining the Gypsies and Travellers, the GTAA provides three needs figures: first, one based on ethnic identity definition, a second based on the needs of families who have *not* permanently ceased to travel (i.e. based on the PPTS 2015 definition), and a third figure based on the accommodation needs only of households who travel in their caravan for work.
- S6. 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 homes. However, in line with para 61 of the NPPF, the south Worcestershire SHMA will assess the needs of travellers (including caravan and houseboat dwellers) who do not meet the definition given in Annex 1 of the PPTS.
- S7. The South Worcestershire Councils' planning policies in the adopted South Worcestershire Development Plan (SWDP) outline the criteria by which the location of new Gypsy and Traveller accommodation should be determined (SWDP17C). This policy was used to inform the production of the Traveller Site Allocations Development Plan Document (DPD) but this has stalled due to insufficient pitches coming forward on suitable sites and the DPD has not progressed beyond the Preferred Options stage. Nevertheless, it is apparent that they consider it important to consider a range of factors including the sustainability of new sites. Between February and April 2018, the South Worcestershire local authorities considered 7 potentially suitable deliverable sites, 2 potentially developable sites, and the broad locations for growth (for years 6 to 10). Planning policies in relation to Gypsy and Traveller accommodation will be superseded by the new Local Plan policies which will be informed by evidence including from this GTAA.

Population Trends

- S8. The information collected via the interviews with Travellers revealed that there are currently (Spring 2019) 217 occupied permanent pitches within the study area consisting of 131 authorised private pitches, 86 local authority managed pitches (plus 4 unoccupied). There are also 30 transit pitches (24 with temporary planning permission and 6 not yet developed), 20 residential private pitches with temporary planning permission, and 7 pitches located on a unauthorised developments (1 pitch in Malvern Hills regarded as unauthorised and 6 pitches in Wychavon referred to by the local authority as tolerated pitches). There are 29 potential pitches (i.e. pitches with planning permission but which have not yet been developed) located in Wychavon. There is one Travelling Showperson's yard located in Malvern Hills which provides 12 plots.
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- S9. There are two major sources of data on Gypsy and Traveller numbers in the south Worcestershire – the national MHCLG Traveller Caravan Count, and local authority data. The MHCLG count is only a snapshot in time and is not an accurate record of site and pitch numbers. As such, it should only be used to determine general trends – it is the survey undertaken as part of the GTAA which provides more reliable and robust data.
- S10. The MHCLG Caravan Count shows that the total number of caravans recorded in South Worcestershire on authorised pitches has increased slightly over the period January 2014 to January 2019. The MHCLG recorded 393 caravans on authorised pitches throughout the study area in January 2014 and 431 caravans in January 2019. When the population of south Worcestershire is taken into account the density of caravans is relatively high at 148 caravans per 100,000 population compared to the average of 94 caravans per 100,000 population for neighbouring local authorities. The 2011 Census recorded 706 people self-identifying as Gypsies and Travellers in South Worcestershire with over half residing in social housing. It is important to note that as the Census is based on people coming forward to identify themselves as Gypsies and Travellers, this might be an underestimate, as not all (particularly those living in bricks and mortar) will publicly state their ethnic identity and it is possible that not all Gypsies and Travellers will have completed the Census.
- S11. The SWCs and Worcestershire County Council recorded 51 unauthorised encampments taking place in the study area during 2015-2017 with 11 taking place in 2015, 26 in 2016, and 14 in 2017. There is no clear pattern regarding the location of unauthorised encampments, although 12 of the 51 unauthorised encampments took place on car parks. The average length of each unauthorised encampment was 20 days or 14 days when 'outliers' (unusual results) are excluded. This GTAA recommends continuation of the current negotiated stopping policy.

Stakeholder Consultation

- S12. Consultations with a range of stakeholders were conducted in January and February 2019 to provide in-depth qualitative information about the accommodation needs of Gypsies and Travellers. The consultation took the form of an online survey and interviews. In recognition that Gypsy and Traveller issues transcend geographical boundaries and there is a need to cooperate in addressing the needs of Gypsies and Travellers, consultation was also undertaken with officers from neighbouring authorities.
- S13. The consultation with key stakeholders offered important insights into the main issues within the study area. According to stakeholders a key issue is a lack of sites or yards to either own or rent. In particular, there is a lack of affordable, social rented provision within the study area and neighbouring authorities. A lack of suitable family-sized sites means that some Gypsy and Traveller households may be forced to
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reside outside the community or in bricks and mortar accommodation. A lack of transit provision can lead to tensions between Gypsy and Traveller households passing through an area and the settled community.

- S14. The main barriers to delivering new sites were regarded as: the limited availability of appropriate sites; the financial viability of new sites and difficulties in financing new provision; and competing and conflicting priority pressures for available sites.

Surveys of Gypsy and Traveller families

- S15. Between February and April 2019 consultation with 239 households were undertaken by *RRR Consultancy* with Gypsy and Traveller families including 192 out of 217 residing on permanent pitches (88% response rate). The combination of local authority data, site visits and consultation with survey households 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.
- S16. 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. Just over a third of survey respondents reside on local authority managed pitches, with the remainder consisting of a combination of privately rented pitches and small, family-owned sites.
- S17. The commitment of families to remain on existing sites is reflected in the fact that none indicated an intention to move in the future. This included those on both the private and local authority sites who commented on elements of their sites which required further work, either by themselves, or the owner of the site (whether private or local authority landlords). Households residing on both local authority and private sites were concerned about the high cost of electricity and difficulties in obtaining insurance.

Accommodation need

- S18. 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.
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- S19. Table S1 summarises accommodation need over the period 2019-41. It shows that a further 167 Gypsy and Traveller pitches (based on the ethnic identify definition), 104 pitches (based on PPTS 2015), or 71 pitches ('work' definition) are needed over the period 2019-2041 in South Worcestershire. There is also a need for 10 additional Travelling Showpeople plots over the same period. The main drivers of need within the first 5-year period are from overcrowding and new family formation. The accommodation need can be addressed by expanding the number of pitches permitted on existing private sites and/or providing new sites.

Table S.1: Summary of accommodation needs 2019-41 (pitches)

Period	Ethnic definition	PPTS 2015 definition	PPTS 2015 work interpretation
Total 2019-23	80	30	5
Total 2024-28	24	20	18
Total 2029-33	25	22	19
Total 2034-41	38	32	29
Total 2019-41	167	104	71

Source: GTAA 2019

Table S.2: Summary of Travelling Showpeople accommodation needs 2019-41 (plots)

Period	Travelling Showpeople Need
Total 2019-23	7
Total 2024-28	1
Total 2029-33	1
Total 2034-41	1
Total 2019-41	10

Source: GTAA 2019

- S20. In relation to transit provision, this GTAA recommends that the local authorities continue with the Worcestershire negotiated stopping policy which involves caravans being sited on suitable land for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets.

Conclusion and Recommendations

- S21. It is recommended that the South Worcestershire councils adopts the PPTS need figures, but consider the ethnic calculations as a reserve need. This means that the councils would meet the need of 31 within the first five years. It is important to note, that this only refers to Gypsies and Travellers and not Travelling Showpeople.
- S22. As well as quantifying accommodation need, the study also makes recommendations on other key issues including:

- Consider how the accommodation needs can be met by expanding existing provision and/or providing new sites.
- Include new Gypsy and Traveller sites as part of larger housing allocations.
- The population size and demographics of the Gypsy, Traveller and Travelling Showpeople communities can change. As such, their accommodation needs should be reviewed every 5 to 7 years.

1. Introduction

Study context

- 1.1 In October 2018 the South Worcestershire Councils (SWCs) of Malvern Hills District Council, Worcester City Council, and Wychavon District Council commissioned *RRR Consultancy Ltd* to undertake a Gypsy and Traveller Accommodation Assessment (GTAA) for the period 2019-2041. The results will be used as an evidence base for policy development in housing and planning. South Worcestershire Councils are assessing the needs of non-Gypsy and Traveller and Travelling Showpeople communities (including caravan and houseboat dwellers) as part of the Strategic Housing Market Assessment (SHMA).
- 1.2 The requirement to assess the accommodation needs of Gypsies and Travellers and Travelling Showpeople is established through national guidance contained in Planning Policy for Traveller Sites (DCLG, 2015).

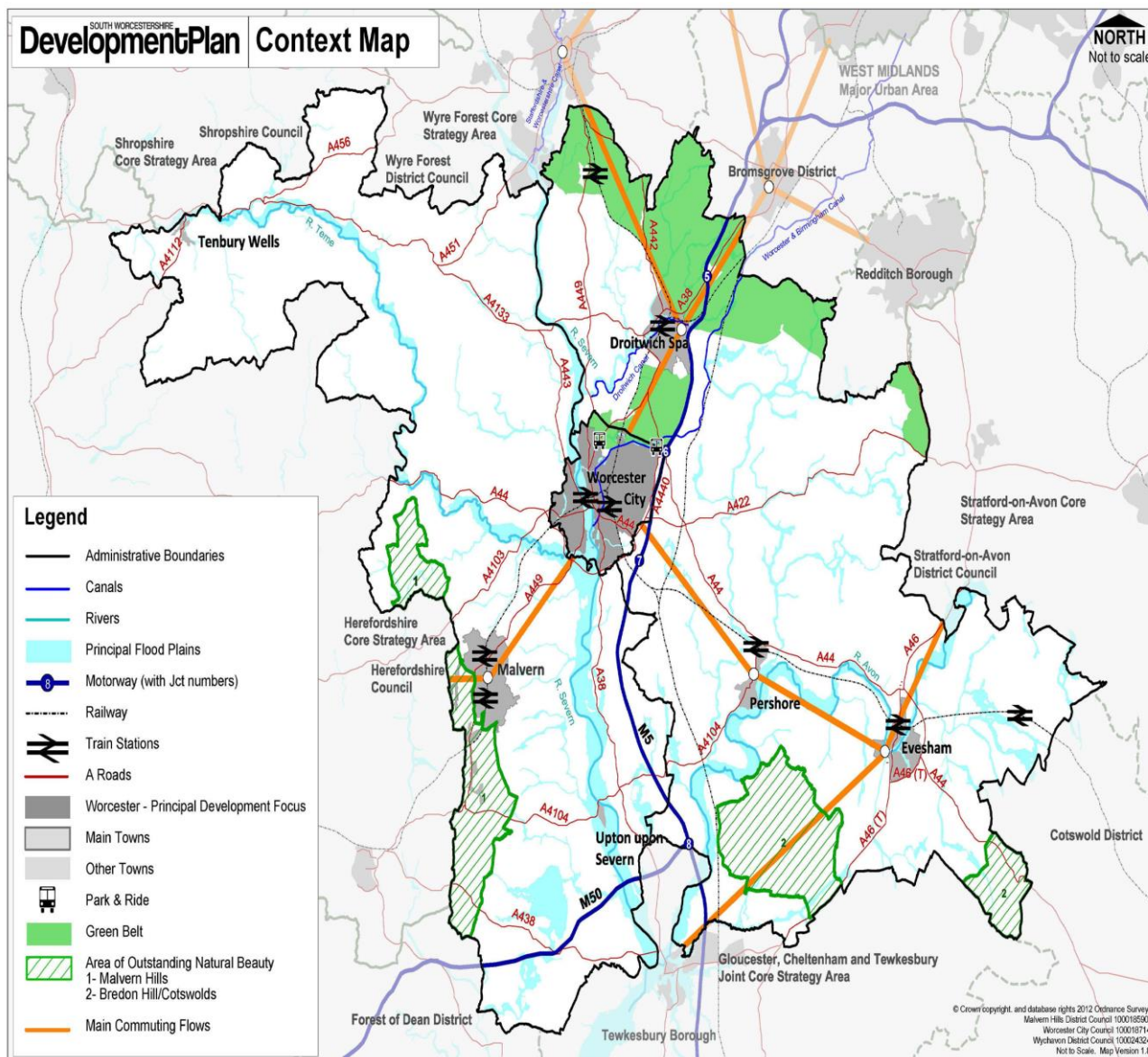
Methodological context

- 1.3 To achieve the study aims, the research drew on a number of data sources including:
 - Review of secondary information: a review of national and local planning policies and recently undertaken GTAAs, and analysis of secondary data. This included analysis of the most recently published (January 2019) MHCLG Traveller Caravan Count to determine trends in the population of Gypsies and Travellers.
 - An online survey and interviews with key stakeholders providing qualitative data regarding the accommodation needs of Gypsies, Travellers, and Travelling Showpeople.
 - Extensive face-to-face surveys of Gypsies, Travellers and Travelling Showpeople, covering a range of issues related to accommodation and service needs. This key element of the methodology provided an extensive range of data enabling future accommodation needs to be assessed.
- 1.4 The above provided an extensive range of quantitative and qualitative data enabling a robust and reliable assessment of accommodation needs.

Geographical context

- 1.5 Figure 1 is a map of the south Worcestershire area showing its main features:
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Figure 1 South Worcestershire study area map



Source: South Worcestershire Development Plan 2016

South Worcestershire study area

- 1.6 Although south Worcestershire is not a formal sub-region or administrative area, its partner authorities consider that whilst each district has a distinct character, there are strong functional, economic, infrastructure and cross-boundary relationships. The estimated 2019 population of the study area is 307,300 people (ONS 2018). South Worcestershire covers approximately 1,300km² and forms the southern limit of the West Midlands region. It borders the south-west and south-east regions. South

Worcestershire comprises the largely rural districts of Malvern Hills and Wychavon along with Worcester city, the largest urban area. Beyond the city are the three main towns of Droitwich Spa, Evesham and Malvern and the smaller towns of Pershore, Tenbury Wells and Upton-upon-Severn. In addition, there are over 200 villages of varying size, character and level of service provision¹.

- 1.7 The landscape is of a very high quality and is a defining feature of south Worcestershire. The countryside is distinguished by the upland areas of the Cotswolds (including Bredon Hill) and Malvern Hills Areas of Outstanding Natural Beauty as well as the river valleys of the Avon, Severn and Teme. The West Midlands Green Belt has been an effective planning tool in ensuring that the main settlements, in particular Droitwich Spa and Worcester, remain physically separate and distinctive.
- 1.8 South Worcestershire is easily accessible by rail and road from the West Midlands conurbation and to a lesser extent from London. However, according to the 2016 Development Plan there is concern over the capacity of key elements of the communications network to deal with current demands and future requirements. Rural accessibility is also an important issue as reductions in public transport provision and increases in transportation costs will increase demand for flexible and accessible transport. Safer routes for pedestrians and cyclists will be needed to support rural communities and the rural economy.

Gypsies, Travellers and Travelling Showpeople in the study area

- 1.9 There is a long history of Gypsies, Travellers and Travelling Showpeople residing and travelling through south Worcestershire. In February 2019 there were 55 private sites with 10 containing rented pitches whilst the remaining private sites are small, family owned sites. There are 7 local authority sites 1 with planning permission for 8 pitches no longer in use, and 6 with a total of 86 occupied pitches (4 vacant pitches). There is also one Travelling Showperson's yard located in South Worcestershire which has 12 occupied plots. Within south Worcestershire, Gypsies and Travellers have traditionally travelled on a seasonal basis through agricultural areas to the south and west.

¹ South Worcestershire Development Plan (2016).

2. Policy context

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 summarise key national and local policies and examine the findings of GTAAAs recently undertaken by neighbouring authorities. Furthermore, understanding the current position will be important in the development of future strategies intended to meet accommodation need and housing related support need among Gypsies and Traveller and Travelling Showpeople.

National Policies

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

- 2.3 In August 2015 the Government published its amended planning policy for traveller sites, which replaced the previous guidance and circulars relating to Gypsies and Travellers and Travelling Show People. The guidance emphasised the need for local authorities to use evidence to plan positively and manage development. The PPTS requires local authorities to work with neighbouring local authorities to determine transit and permanent pitch and plot targets. It states that in assembling the evidence base necessary to support their planning approach, local authorities should:
- effectively engage with 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. 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.
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Definition Context

- 2.5 In August 2015, the DCLG amended its definition of Gypsies and Travellers², 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.*

- 2.6 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 minority³.
- 2.7 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.⁴

- 2.8 Also, for the purposes of Gypsy and Traveller Accommodation Assessments (GTAAAs), 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

² DCLG, Planning Policy for Traveller Sites, August 2015.

³ DCLG, *Consultation on revised planning guidance in relation to Travelling Showpeople*, January 2007, p. 8

⁴ DCLG, *Planning Policy for Traveller Sites*, August 2015.

requirements should be separately identified in the GTAA⁵. 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).

- 2.9 It is important to note that Gypsies and Travellers and Travelling Showpeople have separate accommodation need requirements. Different terminology is used to distinguish between Gypsy and Traveller accommodation and Travelling Showpeople. Gypsies and Travellers occupy pitches on sites, while Travelling Showpeople occupy plots on yards. As well as space for living quarters, Travelling Showpeople also require additional space in order to store and maintain large equipment.
- 2.10 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.
- 2.11 One interpretation is that 'a nomadic habit of life' means travelling for an economic purpose. Previous case law e.g. *R v Shropshire CC ex p Bungay* (1990) and *Hearne v National Assembly for Wales* (1999) has been used to support this point. However, there is nothing within PPTS which indicates that Gypsy or Traveller status (for planning purposes) is solely derived from whether there is any employment-related travelling. Also, such case law precedes the August 2015 definition change and it is believed that there has not yet been any case law in relation to the updated definition.
- 2.12 Given the above, our approach is to undertake a methodology which provides first, a need figure based on ethnic identity; second, a figure based on the PPTS (August 2015) definition and a third figure based on the accommodation needs only of households who travel in their caravan for work. Different GTAA's reach differing conclusions on which approach / definition to adopt 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 case law.

⁵ 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.

*DCLG Review of housing needs for caravans and houseboats: draft guidance (March 2016)*⁶

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 their own site.
- Bricks and mortar dwelling households:
 - Who's 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 an assessment local authorities will need to consider:

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

⁶ See <https://www.gov.uk/government/publications/review-of-housing-needs-for-caravans-and-houseboats-draft-guidance>

- 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 of many Travelling Showpeople 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 study area 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 who accord with the definition in Annex 1 of the PPTS.

Local Planning Policies

South Worcestershire Development Plan Adopted February 2016

2.19 Policy SWDP 17 ('Travellers and Travelling Showpeople') states that the suitability of proposals and planning applications (including the intensification or expansion of existing authorised sites where appropriate) will be assessed against the following criteria:

- i. Whether the site is within, or on the edge of, a town or Category 1, 2 or 3 settlement.
 - ii. Whether the site is within an international or national planning designation.
 - iii. Whether the site is outside Flood Zone 1 or vulnerable to surface water flooding.
 - iv. Whether the site has any significant impact on local plan designations such as Conservation Areas and Significant Gaps, or on sites of ecological or biodiversity interests that cannot be mitigated.
 - v. Whether any significant visual impact on the landscape can be mitigated.
 - vi. Whether there is any significant impact on privacy and residential amenity for both site residents and neighbouring properties.
 - vii. Whether the size of the site and the number of pitches are of an appropriate scale for the location.
 - viii. Whether the site has safe and convenient access to the highway network.
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- ix. Whether the site is capable of providing adequate on-site services for water supply, mains electricity, waste disposal and foul and surface water drainage.
- x. Whether the site has reasonable access to health services, schools and employment.
- xi. Whether the site complies with good practice on designing Gypsy and Traveller sites⁷.

2.20 Policy SWDP 17 also states that any planning permission will be subject to conditions relating to the number of pitches / plots and restricting occupancy to Traveller or Travelling Showpeople use.

South Worcestershire Travellers and Travelling Showpeople Site Allocations Development Plan Document (DPD) – Revised Preferred Options Consultation February 2018

- 2.21 This outlines the SWC's current policies, evidence base and attempts to identify sites in relation to Gypsies and Travellers. In February/March 2015, the SWC conducted a 'Call for Sites' which provided an opportunity for individuals, organisations and other stakeholders to submit sites that they considered might be suitable for Travellers or Travelling Showpeople. 17 sites were submitted during the call for sites including requests from the owners of some existing authorised sites to intensify (increase the number of pitches on the existing site) or extend their sites.
- 2.22 In March/April 2016 the SWCs consulted on Preferred Options for how the future accommodation needs of Travellers and Travelling Showpeople could be met. The consultation document identified 9 potential sites where it was considered that new or additional Traveller pitches could be allocated. The document also outlined more detailed planning issues that would need to be considered when dealing with Traveller and Travelling Showpeople related development.
- 2.23 Between November 2016 and January 2017, the SWC conducted a second call for sites which provided an opportunity for individuals and organisations to suggest any further sites that they considered might be suitable for allocation as a Traveller or Travelling Showpeople site. A total of 20 sites were submitted during the second call for sites including requests from the owners of some existing authorised sites to intensify or extend their sites.
- 2.24 Following the detailed assessment of the 37 sites submitted in the call for sites, temporary Traveller sites without personal occupancy restrictions and sites submitted on (or in lieu of sites on) the proposed urban extensions, 7 sites were considered to meet, or have the potential to meet, the essential site suitability criteria and were proposed as potentially deliverable sites in the Revised Preferred Options consulted

⁷ South Worcestershire Development Plan Adopted February 2016 pp 128-129.

upon in February 2018. The emerging DPD requires Traveller site allocations to be within 800m of a town, category 1, 2 or 3 village. Due to a lack of suitable sites the DPD has not progressed as originally stated and the 2018 Local Development Scheme⁸ sets out the latest timetable for the production of the DPD.

South Worcestershire Development Plan Review (SWDPR) – Issues and Options Consultation November 2018

- 2.25 The SWDPR will state the number of pitches required for the first 5 years and over the longer term; identify which strategic housing sites should include new Traveller sites and list the criteria against which all other planning applications for new Traveller pitches/plots will be judged. Other allocations are likely to continue to be addressed through the Travellers and Travelling Showpeople Site Allocations DPD.

Duty to cooperate and cross-border issues

- 2.26 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.
- 2.27 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 specific development constraints across its area.
- 2.28 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.
- 2.29 Given the transient nature of Gypsies and Travellers it is important for the GTAA to consider Gypsy and Traveller accommodation need in neighbouring authorities. 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.

Coventry Gypsy and Traveller Accommodation Assessment (GTAA) 2015 (post-PPTS 2015 definition)

- 2.30 The GTAA identified a need for 4 Gypsy and Traveller pitches over the 5-year period 2014/15 to 2018/19. However, it states that if assumptions regarding households in

⁸ <https://www.swdevelopmentplan.org/wp-content/uploads/2018/10/LDS-Review-2018-Wychavon-District-Council-1.pdf>

bricks and mortar accommodation are excluded from analysis then the authorised pitch shortfall is -1 i.e. there was sufficient capacity at the present time. The GTAA identified a need for an additional 6 pitches for the 13-year period 2019/20 to 2031/32. The GTAA noted that Gypsy and Traveller households tend to move between Warwickshire and Coventry. In relation to transit provision, the GTAA recommended that the City Council identify temporary stopping or transit places for 6 pitches of sufficient size.

Gloucestershire Gypsy and Traveller Accommodation Assessment (GTAA) 2017 (pre-PPTS 2015 definition)

- 2.31 The GTAA was undertaken on behalf of six local authorities – Cheltenham Borough Council, Cotswold District Council, Forest of Dean District Council, Gloucester City Council, Stroud District Council, and Tewkesbury Borough Council. For the period 2016-2031 the GTAA identifies a need of 14 additional pitches for households who meet the ‘work’ interpretation of PPTS 2015, 61 additional pitches for the accommodation needs of households who do not meet the ‘work’ interpretation of PPTS 2015, and up to 78 additional pitches for households whose work status is unknown. The GTAA also identifies a need for 38 additional Travelling Showpeople plots for households who meet the ‘work’ interpretation of PPTS 2015, and up to 14 additional plots for households whose work status is unknown. In relation to transit provision the GTAA recommends that levels of unauthorised encampments are monitored over a 3-year period to determine if transit provision is required, and to consider implementing a negotiated stopping policy or temporary stopping places policy in the meantime.

Herefordshire Gypsy and Traveller and Travelling Showperson Accommodation Assessment Update 2017 (post-PPTS 2015 definition)

The GTTSA update was based on interviews with 69 Gypsy and Traveller households living within the study area as well as incorporating results from interviews with Gypsies and Travellers, and Travelling Showpeople, undertaken as part of the previous 2014 study. The GTTSA update found a need for 74 additional pitches up to 2032 using a cultural definition, and 27 pitches using the PPTS (2015) definition. The GTTSA also identified a need for 9 additional Travelling Showpeople plots during the period 2017 to 2032. According to the GTTSA update during the period 2014-2016 124 unauthorised encampments were recorded in the study area. In response, it recommends 5 transit pitches capable of accommodating up to 10 caravans.

Rugby Borough Council Gypsy and Traveller Accommodation Assessment Study (GTAAS) 2017 (post-PPTS 2015 definition)

- 2.32 The GTAAS was undertaken using survey interviews with Gypsy and Traveller households residing in the study area. Between May 2017 and July 2017, a total of 81 surveys were undertaken by *RRR Consultancy* with Gypsy and Traveller families
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residing on authorised permanent and transit sites and families residing on sites with temporary planning permission. The GTAAS identified a need for 76 additional pitches for the period 2017-2037 (including households who do not travel for work) or 52 additional pitches (excluding households who do not travel for work). There was a total of 96 unauthorised encampments over the period January 2015 to April 2017 equating to an average of 10 per quarter. Excluding 'outliers' i.e. unauthorised encampments of unusual length, the average length of encampments was 5 days. Over nine tenths of all unauthorised encampments in the previous 3 years occurred in Rugby town.

Shropshire Gypsy and Traveller and Travelling Showperson Accommodation Assessment 2017 (post-PPTS 2015 definition)

- 2.33 The GTAA was based on Interviews with 96 Gypsy and Traveller households living on sites or in bricks and mortar accommodation in the County. The GTTA found a need for 90 additional pitches up to 2035 using a cultural definition, and 34 pitches using the PPTS (2015) definition. The GTAA did not find any need for additional Travelling Showpeople plots. In terms of transit provision, the GTAA 2017 recommends that a transit site of 8-10 pitches is developed. This would accommodate around 90% of unauthorised encampments at current levels.

Warwick District Council Gypsy and Traveller Accommodation Assessment (GTAA) 2012 (pre-PPTS 2015 definition)

- 2.34 The GTAA was based on a sample of 43 Gypsy and Traveller households residing on sites and in bricks and mortar accommodation. The GTAA identified a need for an additional 31 Gypsy and Traveller pitches for the period 2012-2026. It also suggested the need for 12 transit pitches. The GTAA noted that there were 72 separate unauthorised encampments during 2009–2012, although some unauthorised encampments consisted of the same households travelling around the study area. Most unauthorised encampments were transiting through the study area. The GTAA supported the approach of creating a network of transit facilities across the wider region to accommodate short term accommodation requirements.

Worcestershire Gypsy and Traveller Accommodation Assessment (GTAA) 2014 (pre-PPTS 2015 definition)

- 2.35 In November 2014 the six Worcestershire local planning authorities published the Worcestershire Gypsy and Traveller Accommodation Assessment (GTAA) which identified the future accommodation needs of Gypsies and Travellers and Travelling Showpeople across the county.
- 2.36 As part of the process of testing the soundness of the SWDP Examination Hearings on the Traveller and Travelling Showpeople policy were held in April 2015. The Hearings included a thorough examination of the GTAA. The assessment of need for
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permanent Traveller pitches in south Worcestershire was revised to reflect the Inspector's interim findings following the Examination Hearings into the SWDP.

- 2.37 In October 2016 the SWC published a South Worcestershire Addendum to the GTAA which verified the supply of pitches and updated the pitch turnover rate in light of relevant evidence.
- 2.38 The South Worcestershire Addendum to the GTAA identified a need for 34 permanent Traveller pitches across south Worcestershire in the period 2014/15 to 2018/19. The identified need was primarily in Wychavon where there was a requirement for 33 pitches. There was a requirement for 6 pitches in Malvern Hills and a potential over supply of 5 pitches in Worcester up to 2018/19.
- 2.39 For Travelling Showpeople, the GTAA identified no overall additional need for plots across south Worcestershire in the period 2014/15 to 2018/19.
- 2.40 The GTAA also recommended that provision be made for a minimum of 5 transit pitches to cover the period 2014/15 to 2018/19 and suggested that the South Worcestershire Councils cooperate with a view to providing a shared transit site.
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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 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 (tourer and static 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 Despite concerns about accuracy, the count is a useful indicator 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 sites⁹. 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 2016 to January 2019.

⁹ Data regarding Travelling Showpeople is published separately by the MHCLG as 'experimental statistics'.

Population

- 3.6 The total Gypsy and Traveller population living in the UK is unknown, with estimates for England ranging from 90,000 and 120,000¹⁰ (1994) to 300,000¹¹ (2006). There are uncertainties partly because of the number of different definitions that exist, but mainly because of an almost total lack of information about the numbers of Gypsies and Travellers now living in bricks and mortar accommodation. Estimates produced for the 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 caravan¹² 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,¹³ gives a total population of almost 136,000 for England. However, given the limitations of the data this figure can only be very approximate, and may 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 706 Gypsies and Travellers residing in South Worcestershire representing around 0.24% of the usual resident population.¹⁴ This is higher compared to the West Midlands average of 0.08% (reflecting the mainly rural characteristic of the study area). The proportion of Gypsies and Travellers recorded in the constituent South Worcestershire local authorities varied widely with 0.11% of the population of Worcester City recorded as Gypsies or Travellers, 0.18% of Malvern Hills, and 0.40% of Wychavon.

¹⁰ 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.

¹¹ 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.

¹² Niner, Pat (2003), *Local Authority Gypsy/Traveller Sites in England*, ODPM.

¹³ Ibid.

¹⁴ See ONS 2011 Census Table KS201EW Ethnic Group located at: <http://www.ons.gov.uk/>

Table 3.1 Gypsy and Traveller Population			
	Population (no.)	G&T Pop (no.)	G&T Pop (%)
Malvern Hills	74,631	131	0.18%
Worcester City	98,768	113	0.11%
Wychavon District	116,944	462	0.40%
S. Worcestershire	290,343	706	0.24%
West Midlands	5,601,847	4,734	0.08%

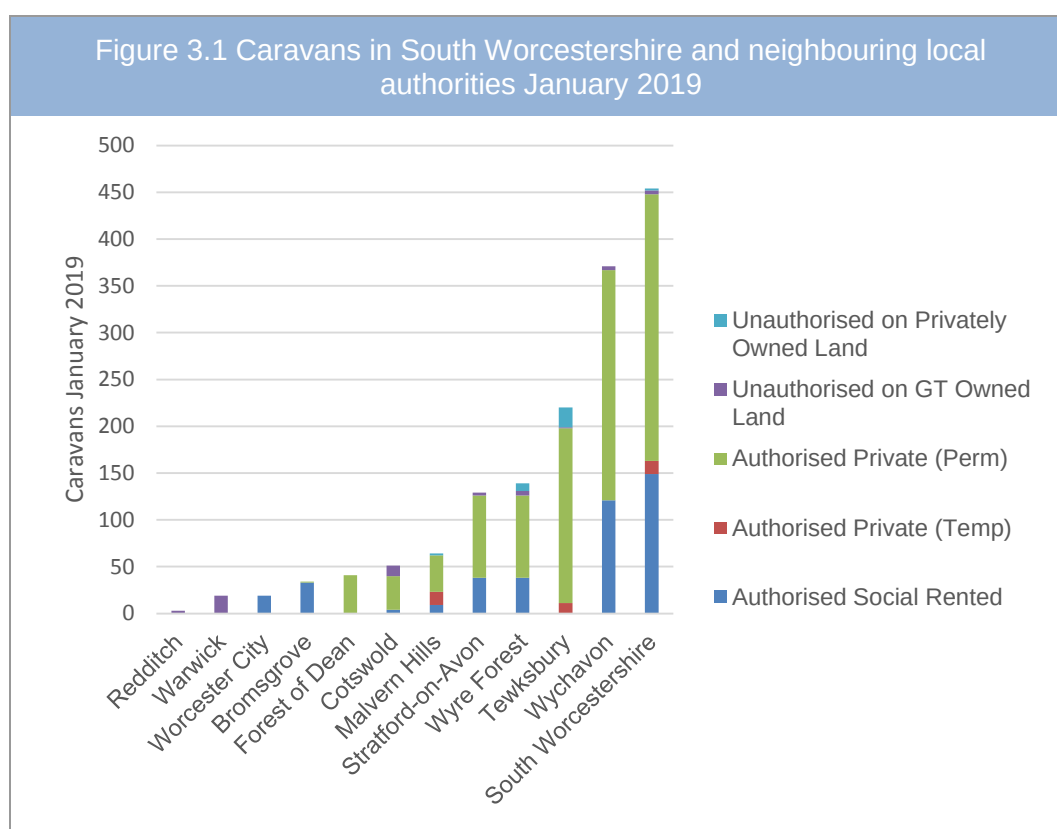
Source: NOMIS 2019

- 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 273 Gypsy and Traveller households. The most common tenure is social rented housing occupied by almost three fifths (58%) of households, followed by just over a quarter (28%) who own the housing they occupy, and around a seventh (14%) who rent privately. This includes households residing both on sites and in bricks and mortar accommodation.

Table 3.2 Gypsy and Traveller households by tenure							
	Malvern Hills		Worcester City		Wychavon		Total
Owned	12	25%	11	26%	54	30%	77 28%
Social rented	32	67%	18	43%	107	58%	157 58%
Private rented	4	8%	13	31%	22	12%	39 14%
Total	48	100%	42	100%	183	100%	273 100%

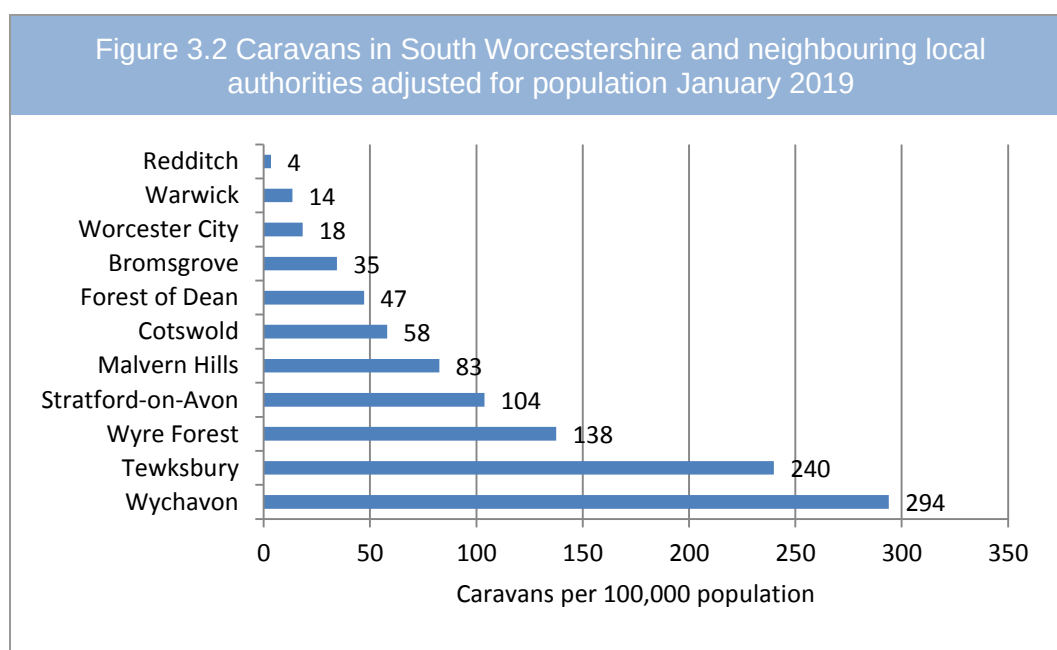
Source: NOMIS 2019

3.11 Figure 3.1 shows South Worcestershire Councils' Traveller January 2019 Caravan Count in the context of neighbouring local authorities. There is some variation in the number of caravans in each local authority with fewer than the average of 99 caravans recorded by the January 2019 count in 7 of the 11 local authorities. The exceptions were Stratford-on-Avon with 129 caravans, Wyre Forest with 139 caravans, Tewksbury with 220 caravans, and Wychavon with 371 caravans. A total of 454 caravans were recorded in the three south Worcestershire councils including 285 caravans on private pitches with permanent planning permission, 14 caravans on private pitches with temporary planning permission, 149 caravans on social rented pitches, and 6 caravans on unauthorised pitches.



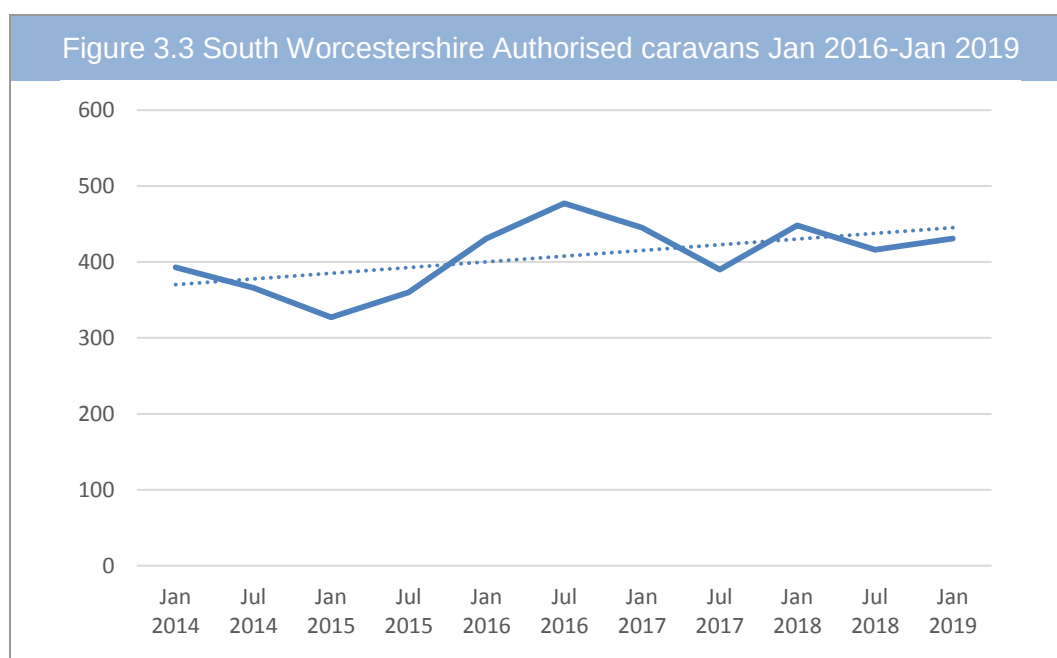
Source: MHCLG Traveller Caravan Count, June 2019

3.12 Figure 3.2 shows that when the population is taken into account the density of caravans varies. 7 of the 11 local authority areas are below the average of 94 caravans per 100,000 population. Stratford-on-Avon (104 caravans per 100,000 population), Wyre Forest (138), Tewkesbury (240), and Wychavon (294) are above the average. The combined density of the three south Worcestershire local authorities is also higher than the average at 148 caravans per 100,000 population.



Source: MHCLG Traveller Caravan Count, June 2019

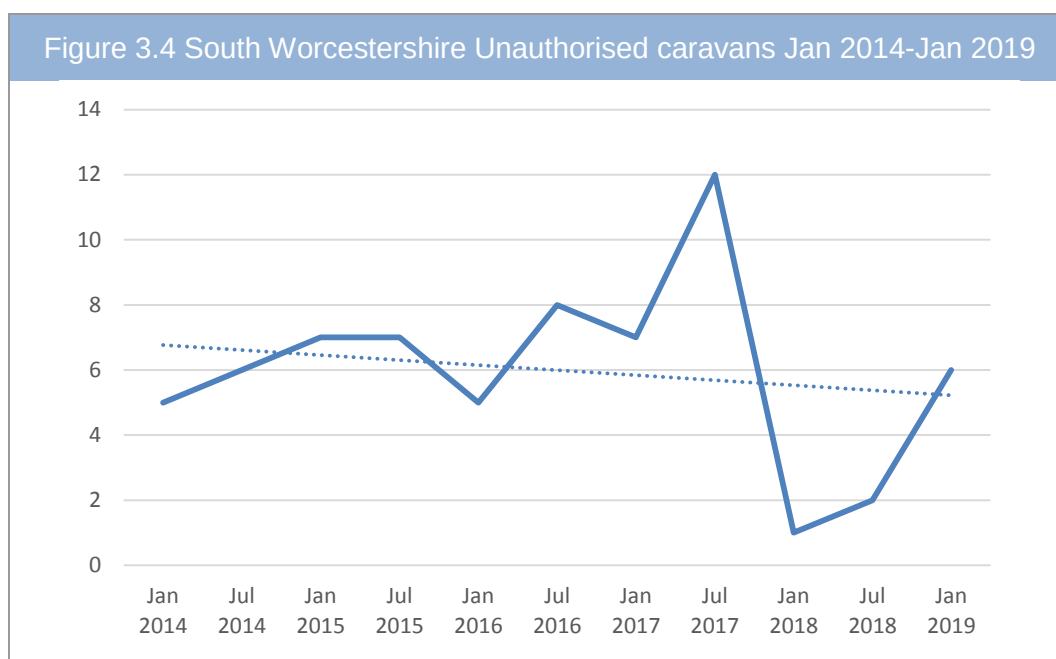
- 3.13 Figure 3.3 shows that the total number of caravans in South Worcestershire located on authorised pitches recorded by the MHCLG Traveller Count over the period January 2014 to January 2019. The MHCLG recorded a total of 393 caravans located on authorised pitches in January 2014 compared to 431 caravans in January 2019. The dotted trend line shows that over the last 5 years there has been a slight increase in the number of authorised caravans in South Worcestershire.
- 3.14 On average, around four fifths of all authorised caravans recorded by the MHCLG count in South Worcestershire are located in Wychavon. Almost all the caravans recorded by the MHCLG have permanent planning permission with only a few with temporary planning permission e.g. in January 2019 there were 8 caravans located in Malvern Hills with temporary planning permission.



Source: MHCLG Traveller Caravan Count, June 2019

Data on unauthorised encampments

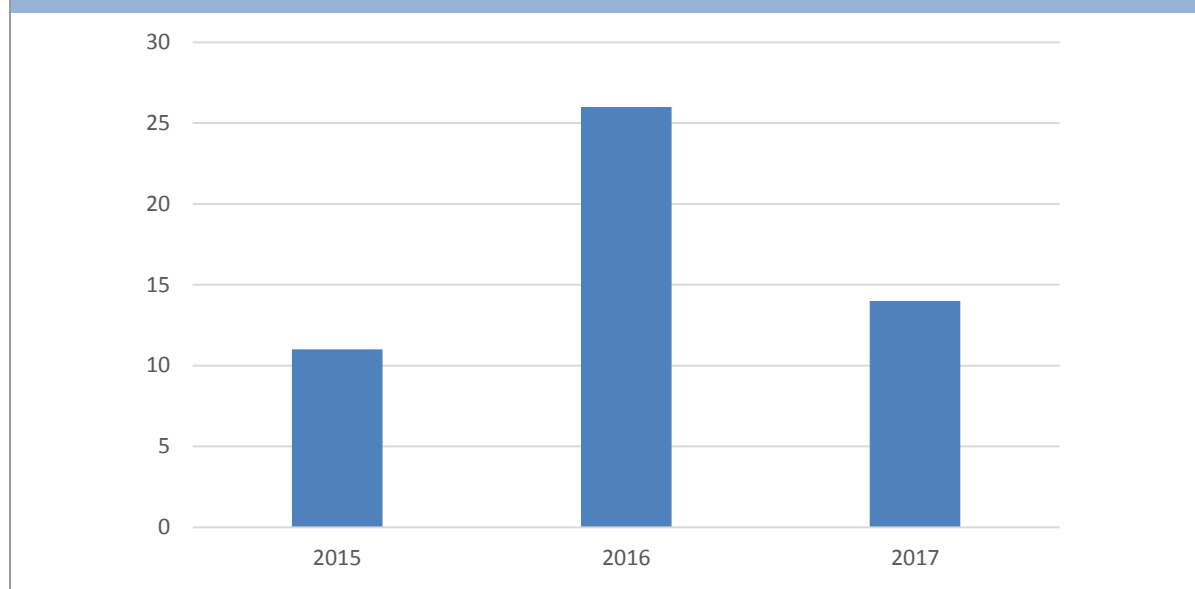
- 3.15 MHCLG data on unauthorised encampments (i.e. caravans residing temporarily on 'pitches' without planning permission) is of limited accuracy, although it may indicate general trends. Figure 3.4 shows a relatively small number of caravans recorded on unauthorised pitches in South Worcestershire over the 5-year period January 2014 to January 2019. It shows a wide variation in the numbers of unauthorised caravans recorded over the period with a peak of 12 caravans in July 2017. The latest (January 2019) figures record 6 caravans on unauthorised whilst the dotted trend line shows that, on average, the number of caravans on unauthorised pitches has steadily declined over the 5-year period.



Local authority data on unauthorised encampments

- 3.16 As previously noted, the MHCLG data on unauthorised encampments (i.e. caravans residing temporarily on 'sites' without planning permission) is of limited accuracy, although it may indicate general trends. The South Worcestershire local authorities and Worcestershire County Council keep more detailed records of unauthorised encampments.
- 3.17 Figure 3.5 shows the number of unauthorised caravans in South Worcestershire over the 2-year period 2015-2017. It shows that 51 unauthorised encampments took place in the study area during the 3-year period with 11 taking place in 2015, 26 in 2016, and 14 in 2017. Of the 51 unauthorised encampments 22 (43%) took place in Wychavon compared to 16 (31%) in Malvern Hills and 13 (25%) in Worcester City.
- 3.18 There is no clear pattern regarding the location of unauthorised encampments taking place within South Worcestershire, although 12 of the 51 unauthorised encampments took place on car parks. The average length of each unauthorised encampments was 20 days, although this figure includes 'outliers' (unusual results) of an unauthorised encampment of 70 days taking place in 2015, and three of 112 days, 101 days and 98 days taking place in 2016. Removing these 'outliers' reduces the average length of each encampment from 20 to 14 days.

Figure 3.5 South Worcestershire Unauthorised encampments in South Worcestershire (2015-2017)



Source: South Worcestershire local authorities and Worcestershire County Council

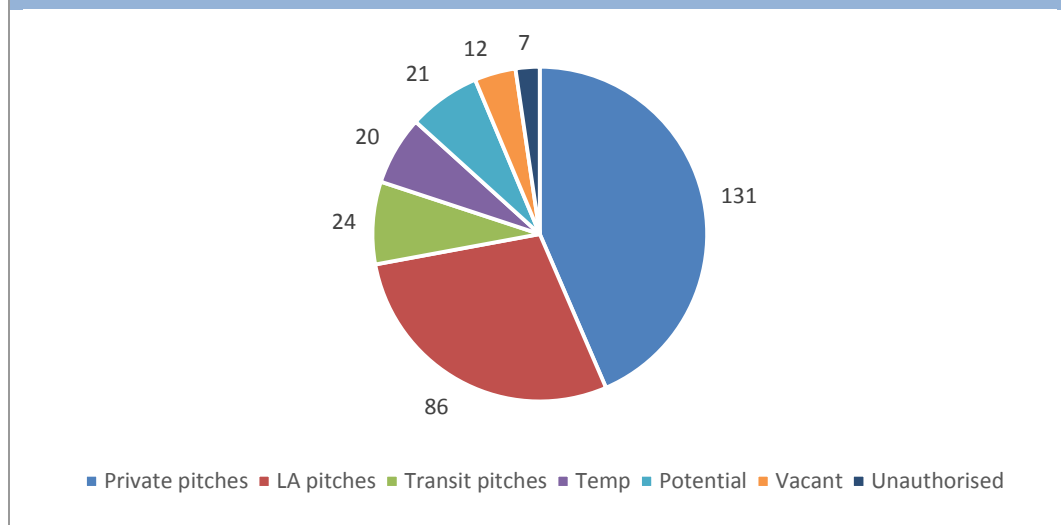
Permanent residential pitches within the study area

S23. As Figure 3.6 shows, in February 2019, this GTAA identified that there were 217 occupied permanent pitches within the study area consisting of 131 authorised private pitches, and 86 local authority managed pitches. There were also 24 transit pitches (with temporary planning permission), 20 residential private pitches with temporary planning permission, 7 pitches located on unauthorised developments (referred to by the local authorities as tolerated pitches), and 12 vacant pitches at the time of the survey (2 on local authority site and 10 on private sites). There are also 21 potential pitches (i.e. pitches with planning permission but which have not yet been developed) located in Wychavon. There is one Travelling Showperson's yard located in Malvern Hills which provides 12 plots.

3.19 There is also a site located in Wychavon which previously consisted of 8 local authority pitches and 20 private pitches. At the time of the survey (Spring 2019) the local authority lease from the private owners had expired and subsequently there were no local authority pitches and 10 private pitches were vacant. This site at Cleeve Prior has not been included in the accommodation needs calculations discussed in Chapter 5 as the planning status of the site is currently being reviewed¹⁵ and several of the vacant pitches are in a very poor condition and uninhabitable.

¹⁵ 19/00140/OUT - at the Planning Committee on 25 July 2019 Councillors were minded to approve an outline planning application for up to 80 dwellings and open space on the site subject to the signing of a S106 agreement and drafting appropriate conditions.

Figure 3.6 Occupied Pitches in South Worcestershire February 2019



Source: South Worcestershire GTAA 2019

Travelling Showpeople

- 3.20 Data from planning permissions is also available in the study area showing 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). Their equipment (including rides, kiosks and stalls) is usually kept on the same plot.
- 3.21 There is one Travelling Showperson's yard in south Worcestershire located in Malvern Hills which contains 12 occupied plots. It should be borne in mind that the amount of land needed for a Travelling Showpeople plot is greater than that for Gypsy and Traveller pitches because of the mixed use of the plots. For clarity, we refer to Travelling Showpeople 'plots' rather than 'pitches', and 'yards' rather than 'sites' to recognise the differences in design.

4. Stakeholder consultation

Introduction

- 4.1 Consultations with a range of stakeholders were conducted in January and February 2019 to provide in-depth qualitative information about the accommodation needs of Gypsies, Travellers and Travelling Showpeople. The aim of the consultation was to obtain both an overall perspective on issues facing these groups, and an understanding of local issues that are specific to the study area. The consultation took the form of an online survey and interviews. In recognition that Gypsy and Traveller issues transcend geographical boundaries and the duty to cooperate in addressing the needs of Gypsies and Travellers, consultation was undertaken with officers from neighbouring authorities.
- 4.2 Key stakeholders involved in the consultation included housing and planning officers from the South Worcestershire local authorities and neighbouring authorities, the Worcestershire Countryside Greenspace, Gypsy Service and Road Safety Service, West Mercia Police, and representatives from the National Federation of Gypsy Liaison Groups (NFGLG).
- 4.3 Themes discussed through the consultation included: the need for additional accommodation 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 consultation with stakeholders and highlights the main points that were raised.

Accommodation needs

- 4.4 Stakeholders commented on the main issues regarding the accommodation needs of Gypsies, Travellers and Travelling Showpeople in the study area. According to stakeholders a key issue is a lack sites or yards to either own or rent. In particular, there is a lack of affordable, social rented provision within the study area and neighbouring authorities. A lack of suitable family-sized sites means that some Gypsy and Traveller households may be forced to reside outside the community or in bricks and mortar accommodation. It was suggested that this is not compatible with the Gypsy and Traveller culture and way of life but occurs due to historic under-provision of sites.
 - 4.5 It was suggested that private rented sites are not always affordable or well run and that site owners may not always allocate pitches equitably. As such, there needs to be more investment in the provision of new sites – especially those with social rented pitches. There is a significant demand for affordable pitches but limited opportunity for demand to be met as new social rented sites are not being built in South Worcestershire.
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- 4.6 Another constraint noted by stakeholders is that areas in which Gypsy and Traveller households prefer to reside are frequently located in the Green Belt. According to stakeholders a lack of transit provision can lead to tensions between Gypsy and Traveller households passing through an area and the settled community. A stakeholder stated that a key barrier is that different groups of Gypsies and Travellers may not want to reside on the same site. Also, Travelling Showpeople may need larger sites to accommodate equipment.
- 4.7 According to one stakeholder, although the number of unauthorised encampments throughout the county has reduced in recent years, insufficient provision leads to unauthorised encampments. Accommodation need is increasingly deriving from newly emerging Gypsy and Traveller households residing on current sites. There is a significant waiting list for Worcestershire County Council managed sites. Another stakeholder stated that they manage 41 pitches across 3 local authority sites. There is a long waiting list for the sites although turnover is only one or two pitches a year.
- 4.8 Stakeholders suggested that Gypsy and Traveller households prefer to reside in semi-rural or rural locations to lessen the impact of new sites on the settled community. New sites should ideally be close to existing larger settlements with schools, shops and other facilities, but not immediately adjacent in order to avoid tensions between Gypsies and Travellers and the settled community. They should be accessible by sustainable modes of transport. Also, it was suggested that the Worcestershire County Council managed sites were not suitable for expansion as they are already large. It was acknowledged that Gypsy and Traveller households prefer to reside close to existing family members.

Barriers to new provision

- 4.9 The main barriers to delivering new sites were regarded as: the limited availability of appropriate sites; the financial viability of new sites and difficulties in financing new provision; and competing and conflicting priority pressures for available sites. It was suggested that different Gypsies and Travellers may experience different types of barriers e.g. Travelling Showpeople may require larger yards to accommodate equipment and vehicles as well as providing residential space. Suitable land needs to be located close to existing services.
- 4.10 It was noted that there needs to be good, safe access to sites as some current sites are located down narrow lanes which are difficult to access. Transit sites or temporary stopping places should be located close to major routes. It was suggested that at both national and local levels there is lack of funding for new capital projects. There may be opposition from local people to the development of new Gypsy and Traveller sites. One stakeholder from a neighbouring local authority stated that their council has taken advantage of funding available to extend existing sites. However,
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there has been a lack of promoted private sites in appropriate locations and the council's call for sites is ongoing.

Transit provision and travelling patterns

- 4.11 Stakeholders suggested that some South Worcestershire Gypsy and Traveller families travel to horse fairs at Stow, Cotswolds and Appleby, Cumbria. One stakeholder described Stow Horse Fair as a 'magnet' – they often have large groups travelling into Droitwich and Evesham. A stakeholder from Worcestershire County Council stated that most of the encampments they deal with are Irish Travellers either holidaying or looking for work. There are four family units who travel around the county – two of the families are New Travellers whilst the other two are English Romany Gypsies. Another stakeholder stated that the main travelling patterns in Herefordshire tend to be trunk roads between the main towns and that travelling usually takes place during the summer. However, they were not aware of any frequently used routes between Herefordshire and South Worcestershire.
- 4.12 Most stakeholders stated that they were unsure or did not know if the number of unauthorised encampments in South Worcestershire had increased or decreased in recent years. However, it was suggested that a lack of provision drives unauthorised use of land. One stakeholder stated that the number of unauthorised encampments has probably stayed the same over recent years.
- 4.13 However, a stakeholder from Worcestershire County Council stated that there has been an overall decrease in encampments over the last 10 years due to the unauthorised encampments policy that has been agreed by all 7 local authorities in Worcestershire and the police. Also, the police deal with encampments fairly and consistently with a policy of tolerance where possible. The unauthorised encampment protocol was considered by some stakeholders as being effective.
- 4.14 It was suggested that the protocol is an effective way of managing encampments in a way that considers the way of life of Gypsies and Travellers and allows a period of toleration if the land is not required immediately and if there are no associated issues with the encampment. According to one stakeholder the Worcestershire County Council Gypsy and Traveller Team are skilled in the management of unauthorised encampments. However, another stakeholder stated that the protocol is an effective tool for managing unauthorised encampments on local authority land, but not effective for dealing with encampments on private land.
- 4.15 Some stakeholders suggested that transit sites could help provide temporary accommodation for Gypsies and Travellers passing through south Worcestershire – ideally, they should be located near to main roads e.g. the A449 and A38. Providing transit sites close to main travelling routes would help reduce the number of unauthorised encampments in the county. However, one stakeholder stated that they
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do not consider there is a great need for transit sites or temporary stopping places in south Worcestershire. It was noted that there is a privately-run transit site at Crossway Green near Stourport.

- 4.16 Similar to new permanent residential provision, stakeholders stated that the main barriers to new transit provision are a lack of suitable sites and funding. Other difficulties mentioned were that transit sites are sometimes occupied by Gypsy and Traveller households on a permanent basis. They can be difficult to manage and it can be difficult to ensure that they are accessible to Gypsies and Travellers with differing ethnic identities. Also, it was suggested that the settled community generally tends to oppose any type of new site provision.
- 4.17 According to one stakeholder, there is a lack of interest from the Gypsy and Traveller community for new transit provision and they would prefer more permanent provision. They stated that their council's last adopted Local Plan failed to meet the GTAA requirement for transit pitches as they had no willing land owner and no interest from the Gypsy and Traveller community.

Relationship between Gypsies, Travellers and the settled community

- 4.18 According to stakeholders, the relationship between Gypsies, Travellers and the settled community is generally good although there remains prejudice from the settled community towards Gypsies and Travellers, and a reluctance of the latter to integrate. Both issues are exacerbated by each other. This leads to members of both communities not wanting to reside close to one another. Objections to proposed new sites are often based on generalisations and stereotypes. It was suggested that the relationship between Gypsies and Travellers, and the settled community varies. In some areas there is a good relationship with the settled community whilst in others there is tension. The problem tends to be worse if a site is close to the settled community or if the site is occupied by several different families with a lack of space between pitches. There tends to be fewer issues between the settled community and Gypsy and Traveller households residing on small, family-sized sites.
- 4.19 Stakeholders stated that there needs to be a better understanding of the lifestyle, rights, and needs of Gypsies and Travellers. There is also a need to promote an understanding of cultural differences and to challenge negative stereotypes. Education has an important role in promoting a better relationship between the communities by both supporting Gypsy and Traveller families and promoting a better understanding of lifestyle choices and cultural history. It was noted that the Worcestershire Traveller Education Team are now managed by a private company which has to generate income. This means that the team are unable to provide the same support they previously provided to local schools and families. As such, the number of home educated Gypsy and Traveller children in Worcestershire has increased dramatically in the past 4 years.
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- 4.20 It was also suggested that: ensuring sites are located near but not immediately adjacent to the settled communities; ensuring sites do not get too large or overcrowded; and ensuring sites are well designed with sufficient amenity space and landscaped – would help improve relations between the different communities. It is also important to encourage the integration of Gypsy and Traveller families into local communities and ensure that transit and private rented sites are managed effectively. Similarly, the provision of small, family-sized sites would help improve the relationship between Gypsy and Traveller households and the settled community. There should be more mixed tenure developments consisting of shared ownership and privately and/ or social rented accommodation for Gypsies and Travellers.

Access to Health/Education/Services

- 4.21 Stakeholders were asked if they were aware of any particular health, education or any other service issues experienced by the Gypsies, Travellers, and Travelling Showpeople currently based in their local area. According to stakeholders Gypsy and Traveller households who are not registered with a GP are more likely to access accident and emergency services.
- 4.22 In relation to education, it was suggested that Gypsy and Traveller children do not attend school as frequently as children from the settled community. Attendance worsens as the children get older with many not attending school up to the age of 16. Also, academy schools are choosing not to access the services of the Traveller Education Team who work to encourage Gypsy and Traveller children into mainstream education. This means that increasing numbers of Gypsy and Traveller children are not attending school or are being formally excluded. This causes many associated issues and exacerbates the problem of a lack of integration into communities. There needs to be more support and funding for the Traveller Education Team as they are unable to work with families unless the school is willing to pay costs. Many academy schools are not willing to pay for the service, so Gypsy and Traveller children are being left behind.

Cooperation and joint working

- 4.23 According to stakeholders there is scope for improvement in relation to cooperation and joint working on Gypsy and Traveller issues within the county. A key issue is that most local authority departments have little or no knowledge of the existence, needs and rights of Gypsy and Traveller households. According to one stakeholder, cooperation between County and District Councils is good although there is scope for improved education and awareness of Gypsy and Traveller issues for all agencies.
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5. Gypsies and Travellers Consultation

Introduction

- 5.1 This chapter provides a snapshot of households living in the study area at the time of the survey and an analysis of need for current and future pitches across the South Worcestershire local authorities. In doing so, it examines the key findings derived from the consultation with Gypsy and Traveller families (the accommodation needs of Travelling Showpeople are discussed in Chapter 6). The surveys were undertaken between February and April 2019.
- 5.2 As can be seen from Table 5.1 below surveys were undertaken with 230 households including 192 households¹⁶ residing on a potential 217 occupied authorised permanent pitches (88% response rate), 20 out of 20 on pitches with temporary planning permission, 7 on unauthorised encampments, 7 on a transit site, and 4 out of 7 on unauthorised developments (including pitches identified by their respective councils as unauthorised and tolerated). Consultation was also undertaken in Wychavon in relation to 10 out of 10 households residing on the Cleeve Prior site¹⁷, resulting in an overall consultation with 240 households.

Table 5.1 Breakdown of sample

	Authorised occupied		Temporary		Unauth. encamp		Unauth Dev		Transit		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Malvern Hills	16	13%	8	38%	2	29%	0	0%	0	0%	26	15%
Worcester City	14	7%	0	0%	3	42%	0	0%	0	0%	14	7%
Wychavon District	162	80%	12	62%	2	29%	4	100%	7	100%	190	78%
S. Worcs	192	100%	20	100%	7	100%	4	100%	7	100%	230	100%

Source: GTAA 2019

- 5.3 South Worcestershire Councils collectively have planning permission for 250 pitches (217 occupied, 12 vacant and 21 with planning permission that have not yet been developed). In relation to surveys undertaken on authorised, occupied pitches, the response rates are as follows:

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

¹⁷ The 10 surveys undertaken with households on the Cleeve Prior site have not been included in Table 5.1 above as the long-term status of the site is unclear. The Local Authority site for 8 pitches has now closed and only 10 of the 21 private pitches were occupied at the time of the survey. 19/00140/OUT - at the Planning Committee on 25 July 2019 Councillors were minded to approve an outline planning application for up to 80 dwellings and open space on the site subject to the signing of a S106 agreement and drafting appropriate conditions

Table 5.2 GTAA Survey response rates

	Occupied Authorised Permanent Pitches	Sample	Percentage
Malvern Hills	20	16	80%
Worcester City	15	14	93%
Wychavon District	182 ¹⁸	162	89%
South. Worcestershire	217	192	88%

Source: GTAA 2019

5.4 The methods used in attempting to contact households residing in bricks and mortar accommodation included:

- 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

5.5 The survey recorded 895 people residing in 230 households. Interestingly, this compares with figures derived from the 2011 Census which suggests that there were 706 Gypsies and Travellers living in the study area¹⁹. 10 participants did not describe themselves as Gypsies or Travellers i.e. they derived from the settled community. However, as they were either married to a Gypsy or Traveller or they have been classed by the local authority as New Travellers (according to the respondents) their household accommodation needs are included in the GTAA assessment). Whilst the Census figures are likely to reflect a larger proportion of Gypsies and Travellers living in bricks and mortar accommodation, they may not record all those residing on sites. The average size of families residing on the surveyed sites is 3.6 people compared to the 2011 UK average of 2.4 people per household (Gypsy and Traveller households tend to be larger than the settled community).

5.6 The majority of households were related to one another on their respective site. 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.

5.7 Household size on each pitch varied between 1 person and 8 persons. In relation to age, 520 (58%) household members are adults and 375 (42%) of household members are aged 18 years or under.

¹⁸ Plus the 10 at Cleeve Prior site – these interview responses are not included in the subsequent analysis

¹⁹ See ONS 2011 Census Table KS201EW Ethnic Group located at: <http://www.ons.gov.uk/>

Residency characteristics

- 5.8 106 households reside on private pitches (either owned, belonging to another family member, or renting privately) whilst 86 occupy local authority managed pitches out of 90 (4 vacant at the time of the survey). There were also 20 surveyed households occupying private pitches with temporary planning permission (8 in Malvern Hills and 12 in Wychavon), 7 on a transit site, 10 households residing on the Cleeve Prior site, 7 located on unauthorised encampments, and 7 on unauthorised development pitches (6 in Wychavon and 1 in Malvern Hills) (land owned by the residents but without planning permission).
- 5.9 Reflecting longevity of tenure, 90% of the households had lived on their respective pitches for more than 5 years. In some cases, residents were born on their respective site. The commitment of families to remaining on existing sites is reflected in the fact that all wanted to stay living together on their respective site and 95% stated that they did not intend to move in the future. Only 4 respondents (residing on local authority sites) stated that they were considering moving due to concerns about conditions and lack of space on the site, but said that they are unlikely to move, or if they did they would still live in the local area.

Satisfaction

- 5.10 Some households residing on privately owned sites were keen to make further improvements to the sites, but were limited as to what they could do due to financial restraints or planning constraints.
- 5.11 Households residing on the local authority sites commented on the advantages of living close to family and friends. Overall they too were generally satisfied with their sites, but expressed concerns with the condition of their utility blocks, some of the pitches, and some difficulties they have had in getting repairs and maintenance undertaken.
- 5.12 Irrespective of whether residing on local authority or private sites, almost all households stated that they felt safe due to the mutual support of neighbours, families and friends. Surveyed households residing on unauthorised encampments stated that not having a permanent site led them to feeling less safe.
- 5.13 Surveyed households residing on unauthorised encampments, on sites with temporary planning permission, or on sites which are awaiting planning application decisions spoke about the issues caused by a lack of certainty regarding residential status. They stated that such uncertainty negatively impacted on family members' health and education. Also, the planning application process sometimes led to delays in improving privately owned sites.
- 5.14 Surveyed households residing on both local authority and private sites were concerned about the high cost of electricity and difficulties in obtaining insurance.
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Households stated that once insurance companies are aware that they reside on Gypsy and Traveller sites, they either refuse to insure the household or increase the price of premiums.

Services and health

- 5.15 All surveyed households stated that they had experienced discrimination due to their cultural identity. They also stated that they had considered it necessary, on occasion, to hide their ethnic identity in order to access services. Some stated that it was 'part of life for us'. However, few households stated that they had experienced discrimination and 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.
- 5.16 In relation to accessing health services, all surveyed households were registered with a local General Practice. Health issues reported included: problems due to old age, mental health issues, cancer, 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 population²⁰.

Education and employment

- 5.17 Reflecting the large number of young people residing in surveyed households, 38 of the 61 permanent sites, 4 of the 5 temporary sites, 4 of the 7 unauthorised development sites, 5 of the 7 encampments and the transit site contained school-age children. Education was regarded by households as important. Some respondents commented on how it was important for children and grandchildren to receive an education as they did not have the same opportunity. Some families with pre-school children recognised the importance of early education and planned to send children to a nursery once old enough. In relation to children of school age, all primary aged children were receiving school education.
- 5.18 Surveyed households commented on how traditional employment opportunities for Gypsies and Travellers are now less available and this is why education is becoming more important. Although Gypsy and Traveller children have not traditionally done so, more families are ensuring that children gain qualifications either by attending secondary school, college, university or undertaking home tutoring. Some families spoke about how well their children were doing in terms of education and how well their grown-up children were doing in terms of careers.
- 5.19 Employment status varied, including the majority of households with the main earner being self-employed, followed by unemployed, housewives and retired household

²⁰ 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.

members. Some of those retired were still working (including self-employed in order to financially manage). Other careers included accountants, racing jockey, teachers and class room assistants, administration, beauty, building and construction work, retail, finance and health care.

Travelling

- 5.20 Whilst all households spoke of intending to continue to live a nomadic habit of life, in keeping with what they referred to as their culture, “their ethnic identity,” this GTAA provides three needs figures: first, a need figure based on ethnic identity; a second figure based on the PPTS (August 2015) definition which excludes those who meet the ethnic identity but have permanently stopped travelling in a caravan; and a third based on those who meet the ethnic identity but who travel and sleep in a caravan for work purposes interpretation of the PPTS definition.
- 5.21 For planning purposes, the revised PPTS (August 2015) definition only includes the accommodation needs of families who have not permanently ceased to travel. Although over half of those households with need had not travelled recently, they stated that, reflecting cultural identity, they still 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. Gypsies and Travellers struggled with the concept of not being regarded as a Gypsy or Traveller simply because they were not travelling in their caravans, particularly when they lived in their caravans and continued to follow the cultural customs of being a Gypsy or Traveller.
- 5.22 In relation to travelling for work purposes, only 19 households with need spoke of needing to travel a distance in their caravans for work, as most were able to gain sufficient work within commutable distance or their work did not entail travelling. Some Gypsies and Travellers spoke about moving away from the more traditional Gypsy and Traveller work and more into the type of work that can be carried out locally. When possible, such households combine travelling and working. Households spoke of how more and more Gypsies and Travellers were gaining regular full time and part time employment locally, and those who were self-employed where managing to gain sufficient work locally. They struggled to see how succeeding to gain local employment meant that they might not be seen as a Gypsy or Traveller when applying for planning permission for a pitch.

Accommodation need

- 5.23 All surveyed households stated that there is a need for more permanent sites in South Worcestershire and the need for some form of 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 South Worcestershire 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
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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.

- 5.24 Households stated that whilst there is need for additional pitch provision in the local area, not all sites have the capacity to expand, particularly the local authority sites. However, some privately owned family sites and a private rental site have capacity to expand to meet the accommodation needs of family members.
- 5.25 From consultation with households it was determined that small family sites are ideal. However, respondents stated that there needs to be sufficient space on sites to enable family and friends to visit. They also stated that negotiated stopping agreements is preferable to permanent transit sites. Whilst Worcestershire County Council have a tolerated protocol, this was not known amongst the Gypsy and Traveller community in South Worcestershire. All authorities need to make it known that they have a system in place that enables the police and local authorities to set up an agreement with households residing on unauthorised encampments as to where and how long they can stay. Those surveyed who were on unauthorised encampments did not require permanent accommodation in the study area.
- 5.26 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 they feel safer on smaller sites which are also easier to manage and maintain. They commented on how smaller sites tend to be more accepted by the local settled community and lead to better integration.
- 5.27 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 not possible for Gypsies and Travellers who reside in housing.
- 5.28 The survey determined the number of households containing people who may require separate accommodation within the next 5 years. This helps to determine the extent of future accommodation needs deriving from existing households.

Requirement for residential pitches 2019-2023²¹

- 5.29 The need for residential pitches in South Worcestershire 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 of this are shown in Table 5.3 below, while the subsequent section contains explanations of the sourcing and calculation of figures for each step.

²¹ Please note that due to rounding column totals may differ slightly from row totals

- 5.30 As discussed in Chapter 2, there are differing interpretations of the PPTS (August 2015) definition. As such, the needs assessment provides three accommodation needs figures: first, based on ethnic identity ('Ethnic' column); second, based on PPTS 2015 ('PPTS' column); and third, including the accommodation needs only of households who travel for work purposes ('work' column). (See appendix 1 for the first five years needs calculation for each of the three authorities).
- 5.31 Please note that the supply and need figures in Table 5.3 do not include the accommodation needs of households currently residing on the Cleeve Prior site located in Wychavon. This is because the status of the site is currently being reviewed and the site is subject to a current planning application (w/19/00140/OUT) for redevelopment to provide 80 houses. The information supporting the proposal included confirmation that all of the site occupants were supportive of the application and all had alternative accommodation to go to – therefore any closure of the site would not result in a need for new pitches within south Worcestershire.
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Table 5.3 Estimate of the need for permanent residential site pitches 2019-2023²²

	Ethnic	PPTS	Work
1) Current occupied permanent residential site pitches	217	217	217
Additional residential supply			
2) Number of unused residential pitches available	12	12	12
3) Number of existing pitches expected to become vacant through mortality 2019-2023	6	6	6
4) Net number of family units on sites expected to leave the area in next 5 years	0	0	0
5) Number of family units on sites expected to move into housing in next 5 years	0	0	0
6) Residential pitches planned to be built or to be brought back into use 2019-2023	21	21	21
7) Less pitches with temporary planning permission	20	20	20
Total Additional Supply	19	19	19
Additional residential need			
8) Family units (on pitches) seeking residential pitches in the area, 2019-2023, excluding those counted as moving due to overcrowding in step 12	0	0	0
9) Family units on transit pitches requiring residential pitches in the area	3	2	1
10) Family units on unauthorised encampments requiring residential pitches in the area	0	0	0
11) Family units on unauthorised developments requiring residential pitches in the area	7	4	2
12) Family units currently overcrowded (or hidden family members) on pitches seeking residential pitches in the area, excluding those containing emerging family unit in step 8	18	8	4
13) Net new family units expected to arrive from elsewhere	0	0	0
14) New family formations expected to arise from within existing family units on sites	49	25	12
15) Family units in housing but with a psychological aversion to housed accommodation	22	10	5
Total Additional Need	99	49	24
Balance of Need and Supply			
Total Additional Pitch Requirement	80	30	5
Annualised Additional Pitch Requirement	16	6	1

Source: GTAA 2019

Requirement for residential pitches 2019-2023: steps of the calculation

5.32 Information from local authorities and the census plus evidence from the survey was used to inform the calculations including:

- 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

²² For the period 1 January 2019 to 31 December 2023

- The number of planned or potential new pitches
- The number of transit pitches

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

Supply of pitches 2019-2023

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

Step 1: Current occupied permanent site pitches

5.35 Based on information provided by the Councils and corroborated by information from consultation carried out, there are currently 217 occupied authorised Gypsy and Traveller pitches in the study area.

Step 2: Number of unused residential pitches available

5.36 There are currently 12 vacant pitches (2 on local authority site in Worcester, and 10 on private sites in Wychavon).

Step 3: Number of existing pitches expected to become vacant 2019-2023

5.37 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.²³ This results in the supply of 6 pitches.

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

5.38 As there are no family units in South Worcestershire with a desire to leave the study area, this resulted in the supply of 0 pitches.

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

5.39 This is 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.

²³ E.g. L. Crout, *Traveller health care project: Facilitating access to the NHS*, Walsall Health Authority, 1987. NB: For Travelling Showpeople, the standard mortality rate is used.

Step 6: Residential pitches planned to be built or brought back into use, 2019-2023

- 5.40 This is determined by local authority data and from an assessment of sites during visits. Such pitches are referred to as 'potential'. This means that the pitches have been granted planning permission but have not yet been developed. Potential pitches include those which have been partly developed or which were previously occupied but are currently not occupied and in need of redevelopment. There are 21 pitches in the study area (Wychavon) that are expected to be built or brought back into use in the study area during the period 2019-2023.

Step 7: Pitches with temporary planning permission

- 5.41 This is determined by local authority data. It is assumed that families residing on pitches whose planning permission expires within the period 2019-2023 will still require accommodation within the study area. There are currently 20 pitches with temporary planning permission located in the study area (8 in Malvern Hills and 12 in Wychavon).
- 5.42 Temporary pitches are included as a negative supply. This means that they are removed from supply rather than added to need as they already accommodate households but will not do so in planning terms once permission expires
- 5.43 The concept of negative supply means that both the supply and need elements of the pitches with temporary planning permission are addressed by Step 7.
- 5.44 Any additional need deriving on the temporary pitches e.g. new family formations, overcrowding etc. are included in Steps 8-14.

Total Additional Supply

- 5.45 This is calculated as follows:

Step 2 + Step 3 + Step 4 + Step 5 + Step 6 – Step 7 = Total additional supply.

Need for pitches 2019-2023

- 5.46 This needs assessment provides three accommodation needs figures: first, based on ethnic identity ('Ethnic' column); second, based on PPTS 2015 ('PPTS' column); and third, including the accommodation needs only of households who travel for work purposes ('work' column).
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Step 8: Family units on pitches seeking residential pitches in the study area 2019-2023

- 5.47 This is 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.
- 5.48 This category of need overlaps with those moving due to overcrowding, counted in step 12, 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 study area.

Step 9: Family units on transit pitches seeking residential pitches in the study area 2019-2023

- 5.49 This is determined by survey data. These family units reported that they required permanent pitches within the study area in the next five years. This generates a total need over the period 2019-2023 of 3 pitches ('ethnic definition'), 2 pitches ('PPTS' definition), and 1 pitch ('work' definition).

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

- 5.50 Guidance (DCLG 2007) indicates that it should be considered whether alternative accommodation is required for families living on unauthorised encampments. Using survey data, it has been calculated how many families on unauthorised encampments want residential pitches in the study area. Please note that only Gypsies and Travellers requiring permanent accommodation within the study area have been included in this calculation – transiting Gypsies and Travellers are included in separate calculations. There were 7 households surveyed on unauthorised encampments within the study area (see table 5.1), but as they did not have need for permanent accommodation in the area, this results in a need over the period 2019-2023 of 0 pitches ('ethnic definition'), 0 pitches ('PPTS' definition), and 0 pitches ('work' definition).

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

- 5.51 From consultation and data from the councils, there are 7 unauthorised developments (including those pitches regarded by the local authority as tolerated, as tolerated does not constitute authorised site with planning permission) in the study area, this will result in the need of 7 residential pitches over the period 2019-2023 ('ethnic definition'), 4 pitches ('PPTS' definition), and 2 pitch ('work' definition).
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Step 12: Family units on overcrowded pitches seeking residential pitches in the area

- 5.52 There is a need for 18 new households requiring residential pitches over the period 2019-2023 ('ethnic definition'), 8 pitches ('PPTS' definition), and 4 pitches ('work' definition).

Step 13: New family units expected to arrive from elsewhere

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

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

- 5.54 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. This will result in the formation of 49 new households requiring residential pitches over the period 2019-2023 ('ethnic definition'), 25 pitches ('PPTS' definition), and 12 pitches ('work' definition).

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

- 5.55 This was determined firstly by estimating the number of houses occupied by Gypsies and Travellers using a ratio of 1:1 i.e. for every authorised pitch, there is potentially 1 household residing in bricks and mortar accommodation. This is then followed by estimating the proportion of which suffer from psychological aversion to housed accommodation (10%).
- 5.56 Reports, such as Shelter (2008), have shown that at least the same number of households living on sites live in houses, and that at least 10% of them suffer from psychological aversion and are in need of a pitch. Also, the Draft London Plan 2019, and The Traveller Movement, have stated that the needs of those residing in houses need to be taken into account when assessing Gypsy and Traveller accommodation need.
- 5.57 With the absence of primary data, the accommodation needs of those residing in houses but suffering from psychological aversion and therefore in need of a pitch, is calculated based on analysis of Census 2011 data (as discussed in previous chapters), and data gathered from consultation with stakeholders and Gypsies and
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Travellers on sites. Census 2011 data indicates that there are more households than those residing on sites. Data gleaned from consultation with stakeholders and Gypsies and Travellers residing on sites also provides evidence that there are families and individuals living in housing who meet the three definitions and are in need as a result of psychological aversion. However, there is no evidence to imply that the number of Gypsies and Travellers residing in houses is higher than the number residing on sites and that the proportion experiencing psychological aversion is above 10%. As such, the ratio adopted is 1:1 with 10% in need.

- 5.58 This results in a need of 22 new households requiring residential pitches over the period 2019-2023 ('ethnic definition'), 10 pitches ('PPTS' definition), and 5 pitches ('work' definition).

Balance of Need and Supply

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

Table 5.4: Summary of Gypsy and Traveller pitch needs 2019-23

	Ethnic	PPTS	Work
Supply	19	19	19
Need	99	49	24
Difference	80	30	5

Source: GTAA 2019

Requirement for residential pitches 2024²⁴-2041

- 5.60 Considering future need it assumed that those families with need stemming from psychological aversion to living in houses, overcrowding, unauthorised developments and encampments will move onto sites within a 5-year period. As such, only natural population increase (same as step 15 above), mortality, and movement into and out of the study area need be considered. The base figures regarding the number of pitches on sites at the end of the first 5-year period are shown in Table 5.5 below. Please note that the 2019 base figures include both authorised occupied and vacant pitches, whilst the 2023 base figures assume that any potential pitches have been developed.

²⁴ Period from 1 January 2024

Table 5.5 Base figures for pitches as at 2024 assuming all need is met for 2019-2023

	2019 Base	Vacant	Potentials 2019-24	Need 2019-23	2024 Base
Ethnic	217	12	21	80	330
PPTS	217	12	21	30	280
Work	217	12	21	5	255

Source: GTAA 2019

- 5.61 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 for Gypsy and Traveller households 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.
- 5.62 In relation to this accommodation assessment, analysis of the current population indicates that an annual household growth rate of 2% per annum (compound) equating to a 5-year rate of 10% is more appropriate. This is based on an analysis of various factors derived from the surveys including current population numbers, the average number of children per household, and marriage rates. It is assumed that these rates are likely to continue during the period 2024 -2041.
- 5.63 The following tables show the accommodation need for the periods 2024-2028²⁵, 2029-2033²⁶, and 2034-2041²⁷.

Table 5.6 Estimate of the need for residential pitches 2024-2028

<i>Pitches as at 2024-2028</i>			
	Ethnic	PPTS	Work
1) Estimated pitches occupied by Gypsies and Travellers	330	280	255
<i>Additional Supply of pitches</i>			
2) Pitches expected to become vacant due to mortality	9	8	7
3) Number of family units on pitches expected to move out of the study area	0	0	0
Total Additional Supply	9	8	7
<i>Additional Need for pitches</i>			
4) Family units moving into the study area (100% of outflow)	0	0	0
5) Newly forming family units	33	28	25
Total Additional Need	33	28	25
<i>Balance of Need and Supply</i>			
Total additional pitch requirement	24	20	18
Annualised additional pitch requirement	5	4	4

Source: GTAA 2019

²⁵ The period is from 1 January 2024 to 31 December 2028

²⁶ The period is from 1 January 2029 to 31 December 2033

²⁷ Please note that 2034-2041 is a 7 year rather than 5-year period in order to accord with the SWC Local Plan – the needs figures have been adjusted accordingly.

Table 5.7 Estimate of the need for residential pitches 2029-2033

Pitches as at 2029-2033			
	Ethnic	PPTS	Work
1) Estimated pitches occupied by Gypsies and Travellers	354	300	273
Additional Supply of pitches			
2) Pitches expected to become vacant due to mortality	10	9	8
3) Number of family units on pitches expected to move out of the study area	0	0	0
Total Additional Supply	10	9	8
Additional Need for pitches			
4) Family units moving into the study area (100% of outflow)	0	0	0
5) Newly forming family units	35	29	27
Total Additional Need	35	29	27
Balance of Need and Supply			
Total additional pitch requirement	25	22	19
Annualised additional pitch requirement	5	5	4

Source: GTAA 2019

Table 5.8 Estimate of the need for residential pitches 2034-2041

Pitches as at 2034-2041			
	Ethnic	PPTS	Work
1) Estimated pitches occupied by Gypsies and Travellers	379	322	292
Additional Supply of pitches			
2) Pitches expected to become vacant due to mortality 2034-2041	15	13	12
3) Number of family units on pitches expected to move out of the study area	0	0	0
Total Additional Supply	15	13	12
Additional Need for pitches			
4) Family units moving into the study area (100% of outflow)	0	0	0
5) Newly forming family units	53	45	41
Total Additional Need	53	45	41
Balance of Need and Supply			
Total additional pitch requirement, 2034-2041	38	32	29
Annualised additional pitch requirement	7	6	6

Source: GTAA 2019

Requirements for transit pitches / negotiated stopping arrangements: 2019-2041

- 5.64 It is recommended that the South Worcestershire councils continue with their negotiated stopping places policy. The term 'negotiated stopping' is used to describe agreed short-term provision for Gypsy and Traveller caravans. It does not describe permanent 'built' transit sites but negotiated arrangements caravans are allowed to stay for up to 21 days on e.g. public land providing they are not causing any danger. The arrangement is between the local authority and the (temporary) residents.

Summary

5.65 This chapter has provided both quantitative and qualitative data regarding key characteristics of respondent households residing on Gypsy and Traveller sites. Accommodation needs resulting from the calculations in the tables above for south Worcestershire are summarised in Table 5.9.

Table 5.9: Summary of accommodation needs 2019-41 (pitches)

Period	Ethnic definition	PPTS 2015 definition	PPTS 2015 work interpretation
Total 2019-23	80	30	5
Total 2024-28	24	20	18
Total 2029-33	25	22	19
Total 2034-41	38	32	29
Total 2019-41	167	104	71

Source: GTAA 2019

6. Travelling Showpeople living on yards

Introduction

- 6.1 As described in Chapter 1, this GTAA considers the accommodation needs of Travelling Showpeople. Unlike Gypsies and Travellers, Showpeople are not considered to be an ethnic minority and, as such, are not protected by the Equality Act 2010. Nonetheless, government guidance (Planning policy for traveller sites CLG 2015) indicates that local authorities should consider the accommodation needs of Travelling Showpeople families. Given the presence of Travelling Showpeople in the study area and that they face similar accommodation issues to Gypsies and Travellers (e.g. difficulty in finding affordable land suitable for development) they have been included in this report.
- 6.2 There is one Travelling Showpeople yard located within the Malvern Hills local authority area. The yard is used for both storage and living quarters all year round. Data regarding the accommodation needs of all 12 Travelling Showpeople households living on the yard was gathered using face-to-face surveys.

Population Characteristics

- 6.3 The survey indicated there are 55 Travelling Showpeople residing on permanent plots in south Worcestershire. The 2011 Census does not record Travelling Showpeople as a separate ethnic category, so it is not possible to make a comparison with Census results. During the survey period (March 2019), there were 22 Travelling Showpeople households residing on 12 plots. The household size on each plot varied between 1 person and 10 persons. Council data states that there are 18 static homes on the yard. Some of the plots have more than one static home, resulting in some plots accommodating more than one household and subsequently overcrowding on some plots.

Residency characteristics

- 6.4 Each plot is owned by its occupying household. Reflecting longevity of tenure, most of the households had lived on their plots for more than 5 years (most since the yard was first developed). The commitment of families to remaining in the local area is reflected in the fact that all wanted to stay residing together on the yard.

Satisfaction

- 6.5 In terms of location, residents were generally satisfied with residing on the yard, although the limited space on the yard means that they are less satisfied with conditions. The extent to which residents can improve the yard is limited by spatial constraints. The large number of vehicles and equipment stored on the yard combined with a lack of space means that the yard becomes muddy during the winter and dusty during the summer. The poor condition of the road leading to the yard and plots was of particular concern to all households.
-

Education and employment

- 6.6 There are 6 households containing school age children (all attend school). One of the households containing school age children has special educational needs. All households regarded education at all levels as most important. In terms of employment, all households identify themselves as Travelling Showpeople. Some households also had some family members who had additional employment to support their household income.

Accommodation need

- 6.7 Households commented on the need for more permanent plots and yards in the district, and provision to accommodate visiting Travelling Showpeople families. According to respondent households, there is a need for both more accommodation and storage space. They stated that the current yard is overcrowded and lacks space for maintaining equipment. There were 4 plots that were overcrowded with too many households per plot. As such, 4 of the Travelling Showpeople households are in need of additional accommodation.
- 6.8 The Travelling Showpeople households suggested that the field located adjacent behind the current yard would be ideal for expansion. The households intend to collectively purchase the field enabling them to expand current plots.
- 6.9 The households commented on how health and safety issues impact on the urgency to expand the current yard. For example, one household is in need of more space to accommodate a larger static caravan in order to support their son who has health issues. They stated that the family will continue to struggle without additional space and improved access to the accommodation.

Requirement for residential plots 2019²⁸-2023²⁹

- 6.10 The need for residential plots in the area is assessed according to a 14-step process, based on the model suggested in DCLG (2007) guidance and supplemented by data derived from the survey. The results of this are shown in Table 6.1 below, while the subsequent section contains explanations of the sourcing and calculation of figures for each step.
- 6.11 As discussed in Chapter 2, there are differing interpretations of the PPTS (August 2015) definition of Travelling Showpeople. However, as all of the households travel and all meet both the PPTS definition and the work interpretation, only one needs figure is provided.

²⁸ For the period 1 January 2019 to 31 December 2023

²⁹ Please note that due to rounding column totals may differ slightly from row totals

Table 6.1 Estimate of the need for permanent residential plots 2019-2023

1) Current occupied permanent residential site plots	12
<i>Additional residential supply</i>	
2) Number of unused residential plots available	0
3) Number of existing plots expected to become vacant through mortality	0
4) Net number of family units on sites expected to leave the District in next 5 years	0
5) Number of family units on sites expected to move into housing in next 5 years	0
6) Residential plots planned to be built or to be brought back into use	0
7) Less plots with temporary planning permission	0
Total Additional Supply	0
<i>Additional residential need: Plots</i>	
8) Family units (on plots) seeking residential plots in the area, excluding those counted as moving due to overcrowding in step 12	0
9) Family units on transit plots requiring residential plots in the area	0
10) Family units on unauthorised encampments requiring residential plots in the area	0
11) Family units on unauthorised developments requiring residential plots in the area	0
12) Family units currently overcrowded (or hidden family members) on plots seeking residential plots in the area, excluding those containing an emerging family unit in step 8	4
13) Net new family units expected to arrive from elsewhere	0
14) New family formations expected to arise from within existing family units on sites	3
Total Additional Need	7
<i>Balance of Need and Supply</i>	
Total Additional Plot Requirement	7
Annualised Additional Plot Requirement 2019 to 2023	2

Source: South Worcestershire GTAA 2019

Requirement for residential plots 2019-2023: steps of the calculation

6.12 Information from local authorities and evidence from the survey was used to inform the calculations including:

- The number of existing plots
- 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 plots
- The number of vacant plots
- The number of planned or potential new plots
- The number of transit plots

6.13 The remainder of this chapter describes both the process and results of the Travelling Showpeople's needs calculations.

Supply of plots 2019-2023**Step 1: Current occupied permanent plots**

6.14 Based on information provided by the Council and corroborated by information from plot surveys. There is currently 1 yard with 12 permanently occupied authorised plots. Council data states that there are 18 static homes on the yard, but from visits

to the yard, these are located on 12 plots, resulting on some overcrowding and doubling up on some plots.

Step 2: Number of unused residential plots available

6.15 According to the survey data there are currently 0 vacant plots.

Step 3: Number of existing plots expected to become vacant 2019-2023

6.16 This is calculated using mortality rates as applied in conventional Housing Needs Assessments. It then calculates the number of plots that would become vacant as a result of the mortality. As none of the plots are occupied by a single occupant and therefore, it is unlikely that any of the plots would become vacant even if any person died within the first five years of the plan.

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

6.17 This was determined by survey data. It was assumed, that those currently living on plots 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 that no households indicated they would be leaving the study area, this resulted in the supply of 0 plots.

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

6.18 This was determined by survey data. It was assumed that all those currently living on plots planning to move into housing in the next five years (step 5), or preferring to move into housing from an overcrowded plot (step 12), would be able to do so.

6.19 A supply of 0 plots in the study area were expected from this source, excluding those moving out of the study area, since these are already counted in step 4.

Step 6: Residential plots planned to be built or brought back into use, 2019-2023

6.20 This is determined by local authority data and from an assessment of sites during visits and can include plots which have been partly developed or which were previously occupied but are now vacant and in need of redevelopment. There are 0 plots in the study area that are expected to be built or brought back into use during the period 2019-2023.

Step 7: Plots with temporary planning permission

6.21 This is determined by local authority data. It is assumed families living on plots whose planning permission expires within the period 2019-2023 will still require accommodation within the study area. There are currently 0 plots with temporary planning permission located in the area.

- 6.22 Temporary plots are included as a negative supply. This means that they are removed from supply rather than added to need as they already accommodate households but will not do so in planning terms once permission expires
- 6.23 The concept of negative supply means that both the supply and need elements of the plots with temporary planning permission are addressed by Step 7.
- 6.24 Any additional need deriving on the temporary plots e.g. new family formations, overcrowding etc. are included in Steps 8-14.

Total Additional Supply

- 6.25 This is calculated as follows:

Step 2 + Step 3 + Step 4 + Step 5 + Step 6 – Step 7 = Total additional supply.

Need for plots 2019-2023

Step 8: Family units on plots seeking residential plots in the study area 2019-2023

- 6.26 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 plot, or that they were currently seeking accommodation.
- 6.27 This category of need overlaps with those moving due to overcrowding, counted in step 12, In order to avoid double-counting family units which both are overcrowded and seeking accommodation are counted only once. This generates a total need of 0 plots in the study area.

Step 9: Family units on transit plots seeking residential plots in the study area 2019-2023

- 6.28 This generates a total need of 0 plots as there is no transit yard in the study area.

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

- 6.29 There were 0 households residing on unauthorised encampments interviewed during the survey period, so there is a need of 0 plots arising from this source.

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

- 6.30 There are no unauthorised plots in south Worcestershire and therefore there is a need of 0 plots.
-

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

- 6.31 Overcrowding on a Showpeople plot is different to that on Gypsy and Traveller pitch. The overcrowding on a plot is usually a combination of families doubling-up on plots and exacerbated by the amount of equipment and vehicles as well as accommodation space. Showpeople require more space for their equipment and vehicles as well as enough space for accommodation such as caravans (static and tourers). This was determined by survey data and observations. 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 4 additional plots in the study area to resolve overcrowding over the period 2019-2023.

Step 13: New family units expected to arrive from elsewhere

- 6.32 In the absence of any sustainable data derivable from primary or secondary sources (beyond anecdotal evidence) on the moving intentions of those outside the study area moving into the area, as in the case of those moving out of the area, it is assumed that the inflow of Travelling Showpeople into the area will be equivalent to the outflow. Together, these amount to a net inflow of 0 units in the study area.

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

- 6.33 The number of individuals needing to leave plots to create new family units was estimated from survey data. It is estimated that this will result in the formation of 3 new households requiring 3 residential plots during the 2019-2023 period in the study area.

Balance of Need and Supply

- 6.34 From the above the net additional plot requirement is calculated by deducting the supply from the need.

Table 6.2: Summary of Travelling Showpeople plot needs 2019-23	
Supply	0
Need	7
Difference	7

Source: GTAA 2019

Requirement for residential plots 2024-2041

- 6.35 Considering future need, only natural population increase, mortality, and movement into and out of the District need be considered. The base figures regarding the number of plots on sites at the end of the first 5-year period are shown in Table 6.3 below. Please note that the 2019 base figures include both authorised occupied and vacant plots, whilst the 2024 base figures assume that any potential plots have been developed.

- 6.36 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.
- 6.37 In relation to this accommodation assessment, analysis of the current population indicates that an annual household growth rate of 1.5 % per annum (compound) equating to a 5-year rate of 7.8% is more appropriate. This is based on an analysis of various factors derived from the surveys including current population numbers, the average number of children per household, and marriage rates. It is assumed that these rates are likely to continue during the period 2024-2041. The following tables show the accommodation need for the periods 2024-2028³⁰, 2029-2033³¹, and 2034-2041³².

³⁰ The period is from 1 January 2024 to 31 December 2028

³¹ The period is from 1 January 2029 to 31 December 2033

³² Please note that 2034-2041 is a 7 year rather than 5-year period in order to accord with the SWC Local Plan – the needs figures have been adjusted accordingly.

Table 6.3 Estimate of the need for residential plots 2024-2028	
<i>Plots as at 2024-2028</i>	
1) Estimated plots occupied by Travelling Showpeople	19
<i>Additional Supply of plots</i>	
2) Plots expected to become vacant due to mortality 2024-2028	1
3) Number of family units on plots expected to move out of the District	0
Total Additional Supply	1
<i>Additional Need for plots</i>	
4) Family units moving into the District (100% of outflow)	0
5) Newly forming family units	2
Total Additional Need	2
<i>Balance of Need and Supply</i>	
Total additional plot requirement, 2024-2028	1
Annualised additional plot requirement	0

Source: GTAA 2019

Table 6.4 Estimate of the need for residential plots 2029-2033	
<i>Plots as at 2029-2033</i>	
1) Estimated plots occupied by Travelling Showpeople	20
<i>Additional Supply of plots</i>	
2) Plots expected to become vacant due to mortality 2029-2033	1
3) Number of family units on plots expected to move out of the District	0
Total Additional Supply	1
<i>Additional Need for plots</i>	
4) Family units moving into the District (100% of outflow)	0
5) Newly forming family units	2
Total Additional Need	2
<i>Balance of Need and Supply</i>	
Total additional plot requirement, 2029-2033	1
Annualised additional plot requirement	0

Source: GTAA 2019

Table 6.5 Estimate of the need for residential plots 2034-2041	
<i>Plots as at 2034-2041</i>	
1) Estimated plots occupied by Travelling Showpeople	21
<i>Additional Supply of plots</i>	
2) Plots expected to become vacant due to mortality 2034-2041	1
3) Number of family units on plots expected to move out of the District	0
Total Additional Supply	1
<i>Additional Need for plots</i>	
4) Family units moving into the District (100% of outflow)	0
5) Newly forming family units	2
Total Additional Need	2
<i>Balance of Need and Supply</i>	
Total additional plot requirement, 2034-2041	1
Annualised additional plot requirement	0

Source: GTAA 2019

Requirements for transit plots / negotiated stopping arrangements: 2019-2041

- 6.38 There is no evidence of Travelling Showpeople residing on unauthorised plots within the study area. However, given that friends and relatives of the current Travelling Showpeople families, as well as occasional Travelling Showpeople households travelling through the study area, it is recommended that councils incorporate Travelling Showpeople with the existing negotiated stopping places policy they have for Gypsies and Travellers. 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 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.

Summary

- 6.39 This chapter has provided both quantitative and qualitative data regarding key characteristics of respondent households residing on Travelling Showpeople plots. The survey recorded 12 permanent households residing on a Travelling Showpeople yard within the study area. All permanent Travelling Showpeople households had resided on the yard for more than 5 years. The households stated that the yard is overcrowded and dangerous due to a lack of space for living quarters. Within the first 5-year period there is an accommodation need of 4 additional plots due to overcrowding and a need of 3 additional plots to accommodate newly emerging households.
- 6.40 Accommodation need resulting from the calculations in the tables above are as follows:

Table 6.6 Estimate of the need for residential plots 2019-2035					
Period	2019-2023	2024-28	2029-2033	2034-2041	Total
Need	7	1	1	1	10

Source: GTAA 2019

7. Conclusion and Recommendations

7.1 This final chapter draws conclusions from the evidence. It then makes a series of recommendations relating to meeting the identified need for new pitches.

Accommodation need

7.2 As discussed above and in previous chapters there are differing approaches to who constitutes a Gypsy and Traveller in planning terms. As such, Table 7.1 provides three needs figures: first, one based on ethnic identity definition; second, based on the needs of families who have *not* permanently ceased to travel (i.e. based on the PPTS 2015 definition); and third, based on the travelling for work purposes interpretation of the PPTS 2015.

7.3 The August 2015 PPTS definition constitutes government policy. However, the ethnic approach is similar to that used by Worcestershire County Council to allocate social rented pitches i.e. travelling does not form any part of the allocation criteria. As such, this GTAA recommends a combination of the PPTS and ethnic definition figures. In doing so, it recommends that the South Worcestershire councils endorse the PPTS 2015 based accommodation needs figure as its main needs figure. South Worcester councils first need to ensure that they meet the needs identified under the PPTS 2015 definition. Having met this need, the councils can then, through windfall applications, consider the remaining need identified under the ethnic definition (i.e. this would be 50 in the first five years and 63 over the full period of the local plan). This would enable the councils to meet their required needs as set out by the PPTS definition, and consider the ethnic-based accommodation needs as a 'reserve' figure.

Table 7.1: Summary of accommodation needs 2019-41 (pitches)

Period	Ethnic definition	PPTS 2015 definition	PPTS 2015 work interpretation
Total 2019-23	80	30	5
Total 2024-28	24	20	18
Total 2029-33	25	22	19
Total 2034-41	38	32	29
Total 2019-41	167	104	71

Source: GTAA 2019

Table 7.2: Summary of Travelling Showpeople accommodation needs 2019-41 (plots)

Period	Travelling Showpeople Need
Total 2019-23	7
Total 2024-28	1
Total 2029-33	1
Total 2034-41	1
Total 2019-41	10

Source: GTAA 2019

Facilitating new provision

- 7.4 A key issue remains the facilitation of new sites. Most provision within the study area consists of 131 occupied private pitches and 90 (86 occupied during the time of the surveys) local authority managed pitches. Most households stated that they preferred small family sites.
- 7.5 Nationally, it is difficult to determine the extent to which new sites provided in the last 10 years are privately or publically owned as there are no national records. The January 2019 MHCLG Count shows that around a third of Gypsy and Traveller caravans were residing on social rented sites, whilst the remaining two thirds were residing on privately owned sites. Interestingly, this compares with the January 2010 DCLG Count which indicated that just under half of Gypsy and Traveller caravans were residing on social rented sites, whilst the remaining half were residing on privately owned sites. This suggests that the provision of new social rented pitches has not kept pace with demand and/or that Gypsy and Traveller households prefer to reside on privately owned sites.
- 7.6 Although the Homes and Communities Agency (HCA) (now 'Homes England') allocated £11.5m for the provision of new and improved sites within the 'Midlands' area for the period 2011-15, none of this funding was allocated to the study area. Also, the HCA's 2015-18 Affordable Homes Programme (AHP) which included funds for new sites or pitches is now closed.
- 7.7 As with other accommodation needs assessments undertaken by *RRR Consultancy Ltd*, this assessment concludes that most Gypsy and Traveller families would prefer to reside on privately-owned family-sized sites, and that those who are unable to purchase land would still prefer to live on small sites.
- 7.8 The difference between potential local public and private provision is due to several factors. One factor is that, as acknowledged by stakeholders (see Chapter 4), the development process including the acquisition of land is too expensive for many Gypsy and Traveller families, and the perceived complexity of the planning process can also be a potential barrier. Another factor is that there has been a lack of finance for the development of publically owned sites for a number of years. Given current

financial constraints on public expenditure, it is unlikely that this situation will change significantly in coming years.

- 7.9 The local authorities could consider helping to meet the needs of households unable to afford to own a site by renting or leasing small parcels of local authority owned land to them and assisting with planning applications and some elements of site development (e.g. assisting with ensuring that the site has access to basics, such as water and sewage supply). Occupying families could develop their respective site (in accordance with council planning conditions) and be granted the option to purchase the site at a later date.
- 7.10 The local authorities could also consider sites developed on a cooperative basis, shared ownership, or small sites owned by a local authority, but rented to an extended Gypsy or Traveller family for their own use. These options might involve the families carrying out physical development of the site (self-build) with the land owner providing the land on affordable terms. Local councils might develop such initiatives or in partnership with Registered Providers. Local authorities could jointly examine their Strategic Housing Land Availability Assessments (SHLAAs) or Housing and Economic Land Availability Assessments (HELAAs) to identify suitable locations.
- 7.11 As some accommodation need stems from psychological aversion to living in bricks and mortar, the councils should also consider reviewing allocations of Gypsies and Travellers into housing. Whilst looking into additional pitches (either through private or local authority provision), the councils and other organisations need to review the type of housing and the needs of those living in bricks and mortar in order to minimise the psychological aversion and isolation.

The location of new provision in South Worcestershire

- 7.12 A high proportion of the need stems from a combination of hidden households and households with children needing separate accommodation within the next 5 years. As well as new sites, some of this accommodation need could be met by the expansion of some of the private sites although it is recognised that new sites will also be required and rental pitches (either through private or social rental sites).
- 7.13 Stakeholder and Gypsy and Traveller household comments suggested that smaller sites are preferred by Gypsy and Traveller households due to better management and maintenance of sites and feeling safer. Ongoing monitoring of site provision and vacant provisions should be undertaken by the local authorities. The precise location (along with design and facilities) will, however, need to be drawn up in consultation with Gypsies and Travellers to ensure that extra provision meet their needs.
- 7.14 Ensuring that new sites are located in a safe environment is important although the impact of land costs on determining feasibility must also be considered. The settled
-

community neighbouring the sites should also be involved in the consultation from an early stage. There may be scope for expanding existing sites to meet some arising need. However, in relation to Gypsies and Travellers, the preference is for smaller sites which tend to be easier to manage. Whilst considering intensifying or expanding sites, it is important to consider the possible constraints linked to planning constraints. Also, it is important that any new provision is not located too close to existing (especially larger) sites.

- 7.15 In terms of identifying broad locations for new permanent sites, there are a number of factors which could be considered including:

Costs

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

Social

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

Availability

- Who owns the land and are they willing to sell / rent?
- Is access easy or will easements across other land be needed both for residents and services/utilities?
- Are utilities close enough to service the provision at realistic prices?

Deliverability

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

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

- The affordability of land suitable for the development of new sites and the cost of development
-

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

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

7.18 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

The size of new provision

7.19 DCLG (2008) guidance, although since formally cancelled, continues to provide useful guidance in relation to accommodation provision for Gypsies and Travellers. It states that there is no one-size-fits-all measurement of a pitch as, in the case of the settled community, this depends on the size of individual families and their particular needs. However, they do suggest that as a general guide, it is possible to specify that an average family pitch must be capable of accommodating an amenity building, a large trailer and touring caravan, (or two trailers, drying space for clothes, a lockable shed for bicycles, wheelchair storage etc.), parking space for two vehicles and a small garden area.

7.20 Based on previous 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 (0.05ha) would comfortably accommodate the following on-pitch facilities:

- Hard standing for a touring caravan (enabling households to travel)
- Hard standing for a static caravan (including double static trailers)
- 2 car parking spaces
- 1 amenity block
- Hard standing for storage shed and drying
- Garden/amenity area

7.21 If granting permission on an open-plan basis, permission should be given on a pitch-by-pitch equivalent basis to the above. For example, a site which has enough space to accommodate a chalet structure, 2 touring caravans and 2 static caravans along with 4 parking spaces, 2 blocks etc., could be counted as 2 pitches even if the owners of the site do not plan to have physical divides (such a fencing or walls) between pitches and would prefer an open-plan approach. However, this would need to be recorded for future monitoring.

Transit provision

7.22 As noted in Chapter 3, 51 unauthorised encampments took place in South Worcestershire during the 3-year period 2015-2017. There is no clear pattern regarding the location of unauthorised encampments taking place within South Worcestershire, although 12 of the 51 unauthorised encampments took place on car parks. The average length of each unauthorised encampments was 20 days or 14 days excluding 'outliers' (unusual results). There is currently one transit site containing 24 pitches located in Wychavon with temporary planning permission. In addition to this site, we recommend that the local authorities continue with the Worcestershire protocol for managing unauthorised encampments. This would lead to fewer unauthorised encampments which adversely impact on the local community.

Appendix 1: South Worcestershire local authority accommodation needs 2019-2041

Malvern Hills

Table A1.1 Estimate of the need for permanent residential site pitches 2019-2023

	Ethnic	PPTS	Work
1) Current occupied permanent residential site pitches	20	20	20
<i>Additional residential supply</i>			
2) Number of unused residential pitches available	0	0	0
3) Number of existing pitches expected to become vacant through mortality	1	1	1
4) Net number of family units on sites expected to leave the Borough in next 5 years	0	0	0
5) Number of family units on sites expected to move into housing in next 5 years	0	0	0
6) Residential pitches planned to be built or to be brought back into use	0	0	0
7) Less pitches with temporary planning permission	8	8	8
Total Additional Supply	-7	-7	-7
<i>Additional residential need: Pitches</i>			
8) Family units (on pitches) seeking residential pitches in the area, excluding those counted as moving due to overcrowding in step 11	0	0	0
9) Family units on transit pitches requiring residential pitches in the area	0	0	0
10) Family units on unauthorised encampments requiring residential pitches in the area	0	0	0
11) Family units on unauthorised developments requiring residential pitches in the area	1	0	0
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	8	4	2
13) Net new family units expected to arrive from elsewhere	0	0	0
14) New family formations expected to arise from within existing family units on sites	6	3	1
15) Family units in housing but with a psychological aversion to housed accommodation	2	1	0
Total Additional Need	17	8	3
<i>Balance of Need and Supply</i>			
Total Additional Pitch Requirement	24	15	10
Annualised Additional Pitch Requirement	4	3	2

Source: GTAA 2019

Table A1.2: Summary of accommodation needs 2019-41 (pitches/plots)

Period	Ethnic definition	PPTS 2015 definition	PPTS 2015 work interpretation	Travelling Showpeople Need
2019-23	24	15	10	7
2024-28	3	3	2	1
2029-33	3	3	2	1
2034-41	5	4	3	1
2019-41	35	25	17	10

Travelling Showpeople

Table A1.3 Estimate of the need for permanent residential plots 2019-2023	
1) Current occupied permanent residential site plots	12
<i>Additional residential supply</i>	
2) Number of unused residential plots available	0
3) Number of existing plots expected to become vacant through mortality	0
4) Net number of family units on sites expected to leave the District in next 5 years	0
5) Number of family units on sites expected to move into housing in next 5 years	0
6) Residential plots planned to be built or to be brought back into use	0
7) Less plots with temporary planning permission	0
Total Additional Supply	0
<i>Additional residential need: Plots</i>	
8) Family units (on plots) seeking residential plots in the area, excluding those counted as moving due to overcrowding in step 12	0
9) Family units on transit plots requiring residential plots in the area	0
10) Family units on unauthorised encampments requiring residential plots in the area	0
11) Family units on unauthorised developments requiring residential plots in the area	0
12) Family units currently overcrowded (or hidden family members) on plots seeking residential plots in the area, excluding those containing an emerging family unit in step 8	4
13) Net new family units expected to arrive from elsewhere	0
14) New family formations expected to arise from within existing family units on sites	3
Total Additional Need	7
<i>Balance of Need and Supply</i>	
Total Additional Plot Requirement	7
Annualised Additional Plot Requirement	1

Table A1.4 Estimate of the need for residential plots 2019-2041					
Period	2019-2023	2024-28	2029-2033	2034-2041	Total
Need	7	1	1	1	10

Worcester City

Table A2.1 Estimate of the need for permanent residential site pitches 2019-2023

	Ethnic	PPTS	Work
1) Current occupied permanent residential site pitches	15	15	15
Additional residential supply			
2) Number of unused residential pitches available	2	2	2
3) Number of existing pitches expected to become vacant through mortality	0	0	0
4) Net number of family units on sites expected to leave the Borough in next 5 years	0	0	0
5) Number of family units on sites expected to move into housing in next 5 years	0	0	0
6) Residential pitches planned to be built or to be brought back into use	0	0	0
7) Less pitches with temporary planning permission	0	0	0
Total Additional Supply	2	2	2
Additional residential need: Pitches			
8) Family units (on pitches) seeking residential pitches in the area, excluding those counted as moving due to overcrowding in step 11	0	0	0
9) Family units on transit pitches requiring residential pitches in the area	0	0	0
10) Family units on unauthorised encampments requiring residential pitches in the area	0	0	0
11) Family units on unauthorised developments requiring residential pitches in the area	0	0	0
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	0	0	0
13) Net new family units expected to arrive from elsewhere	0	0	0
14) New family formations expected to arise from within existing family units on sites	4	2	1
15) Family units in housing but with a psychological aversion to housed accommodation	2	1	0
Total Additional Need	6	3	1
Balance of Need and Supply			
Total Additional Pitch Requirement	4	1	-1
Annualised Additional Pitch Requirement	1	0	0

Source: GTAA 2019

Table A2.2: Summary of accommodation needs 2019-41 (pitches/plots)

Period	Ethnic definition	PPTS 2015 definition	PPTS 2015 work interpretation	Travelling Showpeople Need
2019-23	4	1	-1	0
2024-28	2	1	1	0
2029-33	2	1	1	0
2034-41	3	2	2	0
2019-41	11	5	3	0

Wychavon

Table A3.1 Estimate of the need for permanent residential site pitches 2019-2023

	Ethnic	PPTS	Work
1) Current occupied permanent residential site pitches	182	182	182
Additional residential supply			
2) Number of unused residential pitches available	10	10	10
3) Number of existing pitches expected to become vacant through mortality	5	5	5
4) Net number of family units on sites expected to leave the Borough in next 5 years	0	0	0
5) Number of family units on sites expected to move into housing in next 5 years	0	0	0
6) Residential pitches planned to be built or to be brought back into use	21	21	21
7) Less pitches with temporary planning permission	12	12	12
Total Additional Supply	24	24	24
Additional residential need: Pitches			
8) Family units (on pitches) seeking residential pitches in the area, excluding those counted as moving due to overcrowding in step 11	0	0	0
9) Family units on transit pitches requiring residential pitches in the area	3	2	1
10) Family units on unauthorised encampments requiring residential pitches in the area	0	0	0
11) Family units on unauthorised developments requiring residential pitches in the area	6	4	2
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	10	4	2
13) Net new family units expected to arrive from elsewhere	0	0	0
14) New family formations expected to arise from within existing family units on sites	39	20	10
15) Family units in housing but with a psychological aversion to housed accommodation	18	8	5
Total Additional Need	76	38	20
Balance of Need and Supply			
Total Additional Pitch Requirement	52	14	-4
Annualised Additional Pitch Requirement	10	3	0

Source: GTAA 2019

Table A3.2: Summary of accommodation needs 2019-41 (pitches/plots)

Period	Ethnic definition	PPTS 2015 definition	PPTS 2015 work interpretation	Travelling Showpeople Need
2019-23	52	14	-4	0
2024-28	19	16	15	0
2029-33	20	18	16	0
2034-41	30	26	24	0
2019-41	121	74	51	0

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Glossary

Amenity block

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

Authorised site

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

Average

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

Bedroom standard

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

Bricks and mortar accommodation

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

Caravan

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

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

Concealed household

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

Doubling up

More than one family unit sharing a single pitch.

Emergency stopping places

Emergency stopping places are pieces of land in temporary use as authorised short-term (less than 28 days) stopping places for all travelling communities. They may not require planning permission if they are in use for fewer than 28 days in a year. The requirements for emergency stopping places reflect the fact that the site will only be used for a proportion of the year and that individual households will normally only stay on the site for a few days.

Family Owner Occupied Gypsy Site

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

Family unit

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

Gypsy

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

Gypsy and Traveller

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

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

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

- a) whether they previously led a nomadic habit of life
 - b) the reasons for ceasing their nomadic habit of life
-

c) whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances.

Household

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

Irish Traveller

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

Local Authority Sites

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

Local Development Documents (LDD)

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

Negotiated Stopping

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

Net need

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

New Traveller (formerly 'New Age Traveller')

Members of the settled community who have chosen a nomadic or semi-nomadic lifestyle. The first wave of New Travellers began in the 1970s and were associated with youth culture and 'new age' ideals. They now comprise a diverse range of people who seek an alternative

lifestyle for differing reasons including personal or political convictions. Economic activities include making hand-made goods that are sold at fairs.

Newly forming families

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

Overcrowding

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

Permanent residential site

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

Pitch

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

Plot

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

Primary data

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

Private rented pitches

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

Psychological aversion

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

Secondary data

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

Settled community

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

Site

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

Socially rented site

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

Tolerated

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

Transit site/pitch

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

Travelling Showpeople

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

Unauthorised development

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

Unauthorised encampment

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

Unauthorised site

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