

Rotherham Metropolitan Borough Council Gypsy and Traveller Accommodation Assessment

Report

May 2021

RRR Consultancy Ltd



Table of Contents

Executive Summary.....	1
<i>Introduction.....</i>	1
<i>Policy context.....</i>	1
<i>Population Trends.....</i>	2
<i>Stakeholder Consultation.....</i>	3
<i>Consultation with households.....</i>	4
<i>Accommodation need.....</i>	5
<i>Conclusions.....</i>	6
1. Introduction.....	9
<i>Study context.....</i>	9
<i>Methodological context.....</i>	9
<i>Geographical context.....</i>	9
<i>Rotherham.....</i>	11
<i>Gypsies, Travellers, Showpeople, and boat dwellers in the district.....</i>	11
<i>Definition Context.....</i>	12
<i>Summary.....</i>	13
2. Policy context.....	15
<i>Introduction.....</i>	15
<i>National Policies.....</i>	15
<i>Local Planning Policies.....</i>	18
<i>Duty to cooperate and cross-border issues.....</i>	20
<i>Summary.....</i>	23
3. Trends in the population levels.....	24
<i>Introduction.....</i>	24
<i>Population.....</i>	25
<i>Data on unauthorised encampments.....</i>	29
<i>Residential provision within the Rotherham MBC area.....</i>	29
<i>Travelling Showpeople.....</i>	30
<i>Summary.....</i>	30
4. Stakeholder consultation.....	32
<i>Introduction.....</i>	32
<i>Accommodation needs.....</i>	32
<i>Transit provision and travelling patterns.....</i>	34
<i>Barriers to provision.....</i>	35
<i>Relationship between Gypsies, Travellers, Showpeople, boat dwellers and the settled community.....</i>	36
5. Gypsies and Travellers residing on sites.....	40
<i>Introduction.....</i>	40
<i>Residency characteristics.....</i>	41
<i>Satisfaction.....</i>	41
<i>Education and employment.....</i>	42
<i>Accommodation need.....</i>	42
<i>Requirement for residential pitches 2025-2040.....</i>	48

<i>Requirements for transit pitches / negotiated stopping arrangements: 2020-2040</i>	50
<i>Summary</i>	50
6. Travelling Showpeople living on yards	52
<i>Introduction</i>	52
<i>Residency characteristics</i>	52
<i>Satisfaction</i>	53
<i>Education and employment</i>	53
<i>Accommodation need</i>	53
<i>Requirement for residential plots 2025-2040</i>	58
<i>Requirements for transit plots / negotiated stopping arrangements: 2020-2040</i>	60
<i>Summary</i>	60
7. Boat Dwellers Consultation	62
<i>Introduction</i>	62
<i>Residency characteristics</i>	62
<i>Accommodation need</i>	63
<i>Requirement for residential moorings 2025-2040</i>	68
<i>Requirements for transit moorings: 2020-2040</i>	69
<i>Summary</i>	70
8. Conclusion and Recommendations	71
<i>Policy Changes</i>	71
<i>Accommodation need</i>	72
<i>The location of new provision</i>	72
<i>The size of new provision</i>	75
<i>Transit provision</i>	76
<i>Summary</i>	76
Bibliography	79
Glossary	81

Executive Summary

Introduction

- S1. In May 2020 Rotherham Metropolitan Borough Council commissioned *RRR Consultancy Ltd* to undertake a Gypsy and Traveller Accommodation Assessment (GTAA) for the period 2020-2040. 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 2020) MHCLG Traveller Caravan Count to determine trends in the population of Gypsies and Travellers.
 - An online survey and telephone interviews with key stakeholders providing qualitative data regarding the accommodation needs of Gypsies, Travellers, and Showpeople, and boat dwellers.
 - Face-to-face and telephone consultation with Gypsies, Travellers and Showpeople, and telephone consultation with boat dwellers, and boat yard managers and owners, covering a range of issues related to accommodation and service needs. These key methodologies determined an extensive range of data enabling accommodation needs to be determined.
- S4. The above provided an extensive range of quantitative and qualitative data enabling a robust and reliable assessment of accommodation needs.

Policy context

- S5. In August 2015, the Government published its amended planning policy for traveller sites, which replaced the previous guidance and circulars relating to Gypsies and Travellers and Travelling Showpeople. The guidance emphasised the need for local authorities to use evidence to plan positively and manage development. Whilst it is clear that the 2015 PPTS excludes those who have ceased to travel permanently as being Gypsies and Travellers (for planning purposes), it does not explicitly state how the new definition should be interpreted in relation to other factors such as whether families travel for economic or work purposes.

- S6. Given differences in defining Gypsies and Travellers the GTAA provides three needs figures: first, one based on the 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 'travel to work' interpretation of PPTS 2015.
- S7. In March 2016, the Department of Communities and Local Government (DCLG) published its draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats. It states that, when considering the need for caravans and houseboats, local authorities will need to include the needs of a variety of residents in differing circumstances including, for example, caravan and houseboat dwelling households and households residing in bricks and mortar dwelling households.
- S8. The local authority planning policies outline the criteria by which the location of new Gypsy and Traveller accommodation should be determined. Policy CS8 of the Rotherham MBC Core Strategy (2013-2028) states that sufficient land will be allocated in the 'Sites and Policies' document to provide for 8 Gypsy and Traveller pitches, taking into account any sites that have already been granted planning permission or developed. The Council's Gypsy and Traveller Site Background Paper 2015 considers the suitability of land within the local authority area for development of Gypsy and Traveller sites.

Population Trends

- S9. There are two Gypsy and Traveller sites located within the local authority area consisting of 4 and 2 pitches respectively. There are also two Travelling Showperson yards accommodating around 8 plots, and two boat yard marinas accommodating a total of 10 permanent moorings.
- S10. There are two major sources of data on Gypsy and Traveller numbers in the District – the national DCLG Traveller Caravan Count, and local authority data. The DCLG count has significant difficulties with accuracy and reliability. As such, it should only be used to determine general trends – it is the consultation undertaken as part of the GTAA which provides more reliable and robust data.
- S11. The 2011 Census suggests there were 126 Gypsies and Travellers residing in the Rotherham MBC area representing about 0.05% of the total population. The 2011 Census also records a total of 51 Gypsy and Traveller households residing within Rotherham MBC, of which the majority own the housing they occupy. The MHCLG January 2020 Count did not record any Gypsies or Travellers residing in the Rotherham MBC area. Similarly, no caravans on unauthorised encampments were recorded in the Rotherham MBC area, although 44 were recorded in neighbouring South Yorkshire local authority areas.

Stakeholder Consultation

- S12. Consultations with a range of stakeholders was conducted between May and August 2020 to provide in-depth qualitative information about the accommodation needs of Gypsies, Travellers, and Showpeople. The aim of the consultation was to obtain both an overall perspective on issues facing these groups, and an understanding of local issues that are specific to the study area. Due to Covid-19 restrictions the consultation took the form of an online survey and telephone interviews.
- S13. The consultation with key stakeholders offered important insights into the main issues within the Borough. It was generally acknowledged that there is a lack of permanent and transit accommodation provision throughout the borough and neighbouring authorities. A key issue for neighbouring authorities is the growth of family units which is leading to overcrowding and demands for more permanent sites for Gypsies and Travellers and yards for Showpeople. It was suggested that there is some overcrowding on existing sites and yards in neighbouring authorities due to concealed households.
- S14. A lack of suitable permanent and transit provisions within the borough and neighbouring authorities can lead to unauthorised encampments. However, the number of unauthorised encampments taking place in Rotherham was considered by stakeholders to be low. The A1, M1 and M18 are regarded by stakeholders as key travel corridors for Gypsy and Traveller households. Rotherham is a location which communities tend to travel through, rather than being a destination, given its location in relation to motorway and main road networks.
- S15. The main barriers to delivering new sites, yards and moorings were regarded as: the limited availability of appropriate sites; the financial viability of new provisions and difficulties in financing new provision; competing and conflicting priority pressures for available sites. Calls for sites had led to only a limited number being identified and limited funding available to bring the sites forward.
- S16. Negative attitudes and a lack of understanding of the Gypsy and Traveller, Showpeople and boat dweller communities constitute key barriers to new provisions. Smaller sites were mentioned by stakeholders as being less likely to face opposition by the settled community. Also, well-run and presentable sites allay public fears and encourage tolerance when considering planning applications for extensions etc.
- S17. Despite areas of good practice there is still need for better collaborative and coordinated working on Gypsy and Traveller issues between local authorities. In particular, there needs to be better cooperation and communication regarding accommodation need and the development of a joint transit policy.

Consultation with households

- S18. In September 2020 *RRR Consultancy* undertook consultation with the Gypsy and Traveller families, Showpeople households and marina managers and owners in the Borough (a 100% response rate). The combination of local authority data, site / yard visits and consultation with households helped to clarify the status of pitches, plots and moorings i.e. which provisions are occupied, vacant, overcrowded, occupied by household members with a need for separate accommodation, and hidden households, amongst other needs issues.
- S19. The consultation recorded 20 people residing in 6 households living on the two Gypsy and Traveller sites. 100% of the households described themselves as Romany Gypsies (in accordance with ethnic identity and given full protection under the Equality Act 2010). Both sites are privately owned and occupied by extended family members of the respective site owners. 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 both of the sites. Household size on each pitch varied between 1 person and 5 persons. In relation to age, the ranged from a child aged under 1 year to a retired couple.
- S20. Households on both sites were very satisfied with the condition and location of respective sites. They spoke about feeling part of the local community. In terms of spatial provision, both sites provide sufficient space to meet current accommodation need. Households on both sites stated that they regularly travel, mainly for cultural and social reasons. Some households also travel for work purposes including the buying and selling of horses, building and construction work, and garden and maintenance work.
- S21. One site also has sufficient space to accommodate future need as the children grow older and require separate pitches. The larger of the two sites also has sufficient space to accommodate horses and other animals and pets.
- S22. In relation to Showpeople, the consultation identified 30 Showpeople residing on permanent plots. 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 consultation period (September / October 2020), there were 9 Travelling Showpeople households residing on 8 plots on 2 authorised yards. All households residing on the 2 yards are related to one another. Most households have lived on their respective site since it was first developed and in some cases were born on the yard. There are three generations of the same family residing on one yard.
- S23. This GTAA also assessed the accommodation needs of boat dwellers. During the consultation period (September and October 2020), there were 10 residential households residing on 10 registered permanent moorings. There were also 10 households residing on unauthorised moorings with consent from the landowners, but without planning permission for permanent status. The household size on each mooring varied between 1 person and 2

persons with most boats occupied by a single person. Boat dwellers derive from a broad range of social backgrounds with a wide range of professions, skills and interests.

Accommodation need

- S24. Accommodation need for the Borough was assessed using analysis of primary and secondary data. The accommodation needs calculation steps were based on a model in accordance with both previous and current Practice Guidance issued by the Department of Communities and Local Government (DCLG). It contains seven basic components; five assessing need and two assessing supply, which are applied to each sub-group, based on primary data.
- S25. Table S1 summarises accommodation need over the period 2020-40. It is important to note that the figures shown in Table S1 includes all need as of 2020, including any which may have been identified by previous GTAA's but remained unfulfilled by September 2020. The table shows that a further 7 Gypsy and Traveller pitches (based on the ethnic identity definition), and 5 pitches (based on PPTS 2015) are needed over the period 2020-2040 in Rotherham. Table S2 shows that there is also a need for 12 additional Travelling Showpeople plots over the same period, whilst Table S3 shows that there is a need for 10 additional permanent moorings. There is also need for additional transit moorings for boat dwellers.

Table S.1: Summary of Gypsy and Travellers accommodation needs 2020-40 (pitches)

Period	Ethnic definition	PPTS 2015 definition	Work definition
2020-25	4	2	1
2025-30	1	1	1
2030-35	1	1	1
2035-2040	1	1	1
Total 20-40	7	5	4

Source: GTAA 2020

Table S.2: Summary of Showpeople accommodation needs 2020-40 (plots)

Period	Plots
2020-25	6
2025-30	2
2030-35	2
2035-2040	2
Total 20-40	12

Source: GTAA 2020

Table S.3: Summary of boat dwellers accommodation needs 2020-40 (moorings)

Period	
2020-25	10
2025-30	0
2030-35	0
2035-2040	0
Total 20-40	10

Source: GTAA 2020

- S26. In relation to transit provision, this GTAA recommends the adoption of a negotiated stopping policy which involves caravans being sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets.
- S27. The accommodation need can be met by land identified by the local authority at Kiveton Park and through working with the families to help address their accommodation needs.

Conclusions

- S28. It is recommended that the Council incorporate both the PPTS and the ethnic calculations into their local plan. The Council could work with the PPTS definition for Gypsies and Travellers, with the remaining need from the ethnic definition as a reserve need. This means that the Council would firstly meet the need of 5 (2 within the first five years) as its obligation, but accept the need of a further 2 (0 within the first five years) as potential need in the area, if further applications are brought forward through windfalls. It is important to note that this only refers to Gypsies and Travellers and not Travelling Showpeople or boat dwellers.
- S29. In addition to the above in order to meet the specific accommodation need of the different community groups, the report recommends the following:
- It is recommended that the Council considers how the land identified in the Local Authority Allocations Policy at Kiveton Park can best meet the identified accommodation needs, in relation to Gypsies, Travellers and Showpeople.
 - In relation to Gypsies and Travellers it is also recommended that the Council work closely with the families to determine how their accommodation need can best be met.
 - Also, for the local authority to provide pre-planning application advice to households who have identified land to help determine if it is suitable to address accommodation need.
 - In order to meet the accommodation needs of Showpeople it is also recommended that the Council work closely with yard owners to determine how the proposed land that they have already identified and other potential land could meet their current and future accommodation needs.

- In order to meet the accommodation needs of boat dwellers, it is recommended that the Council work closely with the Canal and River Trust (CRT) and National Bargee Travellers Association (NBTA) to help identify potential land for development as new moorings. Also, to help determine the suitability of land already identified by the CRT for development as permanent and transit moorings. It is also recommended that the Council contact marina owners to discuss the potential for increasing permanent mooring provision.

S30. As well as quantifying accommodation need, the study also makes recommendations on other key issues including:

Planning policy:

- Implement corporate policy to provide negotiated stopping arrangements to address unauthorised encampments for set periods of time at agreed locations.
- To liaise with owners of the sites and yards to determine how they could expand the number of pitches to meet the family's accommodation needs.
- To consider how the accommodation needs can be met by expanding existing provision and/or providing new sites.
- To consider alternative options for developing new sites, yards and moorings such as sites developed on a cooperative basis, shared ownership, or small sites owned by a local authority, but rented to families for their own use.
- To consider alternative site funding mechanisms such as: site acquisition funds; loans for private site provision through Community Development Financial Institutions; and joint ventures with members of the Gypsy and Traveller community.
- To consider safeguarding Gypsy, Traveller and Travelling Showpeople sites and yards with permanent planning permission for their current use unless it can be demonstrated that they are no longer needed to meet identified need.
- The population size and demographics of the Gypsy, Traveller, Travelling Showpeople and boat dweller communities can change rapidly. As such, their accommodation needs should be reviewed every 5 to 7 years.

Management:

- Housing organisations need to consider the type of housing allocated to Gypsies and Travellers residing in bricks and mortar in order to minimise the psychological aversion and feelings of isolation.
- Develop a holistic vision for their work on Gypsies and Travellers and embed it in Community and Homelessness Strategies, Local Plans and planning and reporting obligations under the Equality Act 2010.
- Provide training and workshop sessions with local authority and service provider employees (and elected members) help them to further understand the key issues facing the Gypsy and Traveller, Travelling Showpeople and Boat dweller communities.
- In liaison with relevant enforcement agencies such as the police to develop a common approach to dealing with unauthorised encampments.

- Encourage local housing authorities to include Gypsy and Traveller categories on ethnic monitoring forms to improve data on population numbers, particularly in housing.
- Better sharing of information between agencies which deal with the Gypsy and Traveller, Travelling Showpeople and boat dweller communities.
- During the ongoing Covid-19 related restrictions placed on the communities, determine help and support the council and other services could provide to the households
- The population size and demographics of the Gypsy, Traveller, Travelling Showpeople and boat dweller communities can change. As such, their accommodation needs should be reviewed every 5 to 7 years.

1. Introduction

Study context

- 1.1 In May 2020 Rotherham Metropolitan Borough Council commissioned *RRR Consultancy Ltd* to undertake a Gypsy and Traveller Accommodation Assessment (GTAA) for the period 2020-2040. The results will be used as an evidence base for policy development in housing and planning and to inform the allocation of resources.
- 1.2 The requirement to assess the accommodation needs of Gypsies and Travellers and Travelling Showpeople is established through national guidance contained in Planning Policy for Traveller Sites (DCLG, 2015).

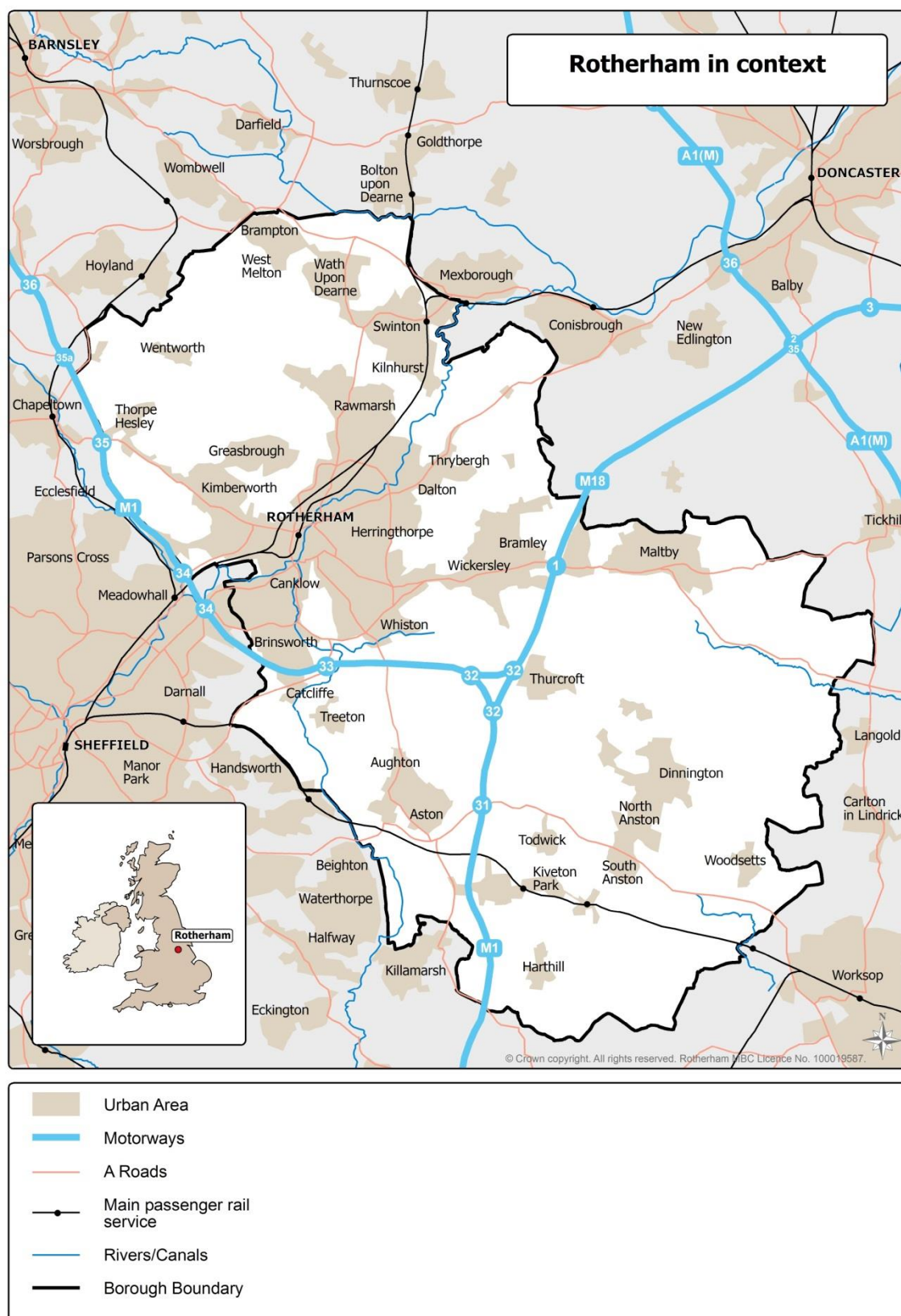
Methodological context

- 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 2020) MHCLG Traveller Caravan Count to determine trends in the population of Gypsies and Travellers.
 - An online survey and telephone interviews with key stakeholders providing qualitative data regarding the accommodation needs of Gypsies, Travellers, and Showpeople, and boat dwellers (see Chapter 4).
 - Face-to-face and telephone consultation with Gypsies, Travellers and Showpeople, and telephone consultation with boat yard managers and owners, covering a range of issues related to accommodation and service needs. These key methodologies determined an extensive range of data enabling accommodation needs to be determined.
- 1.4 Covid-19 restrictions meant that the extent to which face-to-face consultation could take place was limited. Nonetheless, the above provided an extensive range of quantitative and qualitative data enabling a robust and reliable assessment of accommodation needs.

Geographical context

- 1.5 The following map of the Rotherham MBC area shows the borough boundary, its main settlements and transport routes and the surrounding districts:

Figure 1.1 Rotherham MBC Map



Source: Rotherham MBC Core Strategy 2014

Rotherham

- 1.6 The estimated 2020 population of the Rotherham MBC area is 267,215 people (ONS 2020). According to the Council's Core Strategy (2014)¹, the borough occupies an area of 28,653 hectares, one of four metropolitan areas within South Yorkshire, bounded by Sheffield to the west, Barnsley to the north, Doncaster to the east, and North East Derbyshire and Bassetlaw (Nottinghamshire) to the south. It falls within the defined Sheffield City Region boundary. The M1 motorway runs along much of the borough's western edge and the M18 bisects the borough to the south of Rotherham town centre. There are five airports within a 50-mile radius, including 'Robin Hood' airport near Doncaster.
- 1.7 More than half of the borough is rural, characterised by attractive villages and rolling countryside. The landscape of Rotherham is formed from Magnesian limestone in the east with its areas of large arable fields, limestone ecological character and associated geological features. There is a coal field landscape in the west of the borough, which has a mix of built-up areas, industrial land, farmed countryside, pockets of woodland and reclaimed land and urban influences are strong.
- 1.8 There is a wide range of leisure facilities and activities. The borough's rural character means the area is a haven for walkers. River and canal corridors, rights of way, footpaths, bridleways and cycleways provide links which thread through built-up areas and connect to surrounding countryside. Rotherham enjoys an extensive 'green infrastructure' network of accessible greenspaces and natural habitats both within and which connect towns and villages. These include public parks, recreation grounds, playing fields, woodland, street trees, allotments, informal open green spaces, churchyards and cemeteries, woodlands and local nature reserves. It also boasts three country parks at Ulley, Thrybergh and Rother Valley.

Gypsies, Travellers, Showpeople, and boat dwellers in the district

- 1.9 Historically, only a small number of Gypsies, Travellers, Showpeople or boat dwellers have resided in the Rotherham MBC area. In 2013 planning permission was granted for the siting of 4 caravans and 4 portable toilets at the Former Wales Bar Sewage Treatment Works, whilst in 2014 2 pitches at Station Court, South Anston were granted a lawful development certificate. There are also there are 2 yards used for residential and storage purposes by Showpeople: land off Common Road / Cramfit Road, North Anston; and at the former depot site off Pleasley Road, Aughton. There are also a number of boat dwellers permanently or temporarily residing along canals and waterways in the MBC area.
- 1.10 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

¹ Rotherham MBC Core Strategy 2013-2028 Adopted September 2014.

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.

Definition Context

- 1.11 It is essential to consider definitions relating to the Gypsy and Traveller population. According to Niner², there are three broad groupings of Gypsies and Travellers in England: traditional English (Romany) Gypsies, traditional Irish Travellers, and New Travellers. There are smaller numbers of Welsh Gypsies and Scottish Travellers. Romany Gypsies were first recorded in Britain around the year 1500, having migrated across Europe from an initial point of origin in Northern India.
- 1.12 Gypsies and Irish Travellers have been recognised by the courts to be two distinct ethnic groups, so have the full protection of the Equality Act 2010. The courts made clear that travelling is not a defining characteristic of these groups, but only one among others. This is significant, because the majority of Britain's estimated 300,000 Gypsies and Travellers are thought to live in conventional housing, some by choice, and some because of the severe shortage of sites³.
- 1.13 In August 2015, the DCLG amended its definition of Gypsies and Travellers, as set out below:

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

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

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

- 1.14 Unlike Gypsies and Travellers, Travelling Showpeople are not considered to be an ethnic minority. Although some Gypsies and Travellers may earn a living as 'travelling showpeople',

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

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

Travelling Showpeople as a group do not consider themselves to belong to an ethnic minority⁴.

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

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

- 1.16 Also, for the purposes of Gypsy and Traveller Accommodation Assessments (GTAA's), Travelling Showpeople are included under the definition of 'Gypsies and Travellers' in accordance with The Housing (Assessment of Accommodation Needs) (Meaning of Gypsies and Travellers) (England) Regulations 2006, and the draft guidance to local housing authorities on the periodical review of housing needs (March 2016). It recommends that Travelling Showpeople's own needs and requirements should be separately identified in the GTAA⁶. To ensure it is following DCLG guidance, this GTAA adheres to the definition of Gypsies, Travellers and Travelling Showpeople as defined by the DCLG 'Planning Policy for Traveller Sites' (August 2015) (see above).
- 1.17 It is important to note that Gypsies and Travellers and Traveling Showpeople have separate accommodation need requirements. Different terminology is used to distinguish 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, due to work, Travelling Showpeople require additional space in order to store and maintain large equipment.

Summary

- 1.18 Whilst the Housing and Planning Act 2016 removes the requirement for all local authorities to carry out an assessment of the accommodation needs of Gypsies and Travellers, the August 2015 Planning Policy for Traveller Sites (PPTS) reiterates the need for local authorities to evidence the accommodation needs of Gypsies and Travellers and to determine the number, type and location of new provision. The PPTS amended the definition of Gypsies and Travellers for planning purposes.

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

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

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

- 1.19 The purpose of this assessment is to quantify the accommodation and related support needs of Gypsies and Travellers in the Rotherham MBC area between 2020 and 2040. This is in terms of permanent pitches (and sites) and transit sites and/or negotiated stopping arrangements for Gypsies and Travellers. The results will be used to inform the allocation of resources and as an evidence base for policy development in housing and planning.
- 1.20 To achieve the study aims, the research drew on several data sources: a review of secondary information; consultation with organisations involved with Gypsy, Traveller, Showpeople, and boat dweller issues, and consultation of Gypsy, Traveller, Showpeople, and boat dweller households. These provided an extensive range of quantitative and qualitative data enabling a robust and reliable assessment of accommodation needs. Historically, only a small number of Gypsies, Travellers, Showpeople or boat dwellers have resided in the Rotherham MBC area.
- 1.21 More than half of the borough is rural, characterised by attractive villages and rolling countryside. The borough's rural character means the area is a haven for walkers. River and canal corridors, rights of way, footpaths, bridleways and cycleways provide links which thread through built-up areas and connect to surrounding countryside. Rotherham enjoys an extensive 'green infrastructure' network of accessible greenspaces and natural habitats both within and which connect towns and villages

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, Traveller, Showpeople and boat dweller issues.
- 2.2 The intention is to highlight areas of effective practice in the MBC area, and examine the extent to which authorities are currently addressing the issue. Furthermore, understanding the current position will be important in the development of future strategies intended to meet accommodation need and housing related support need among Gypsies, Travellers, Showpeople, and boat dwellers.

National Policies

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

- 2.3 In August 2015 the Government published its amended planning policy for traveller sites, which replaced the previous guidance and circulars relating to Gypsies and Travellers and Travelling Show People. The guidance emphasised the need for local authorities to use evidence to plan positively and manage development. The PPTS requires local authorities to work with neighbouring local authorities to determine transit and permanent pitch and plot targets. It states that in assembling the evidence base necessary to support their planning approach, local authorities should:
 - effectively engage with both settled and traveller communities
 - co-operate with traveller groups to prepare and maintain an up-to-date understanding of the likely permanent and transit/emergency accommodation needs of their areas
 - and use a robust evidence base to establish accommodation needs to inform the preparation of local plans and make planning decisions
- 2.4 There are some key differences between the March 2012 and August 2015 versions of the PPTS. One important amendment relates to the change in the definitions of Gypsies, Travellers, and Travelling Showpeople. The August 2015 PPTS changed the definition to exclude households who have permanently ceased to travel – in effect, for planning purposes, PPTS regards such households as members of the settled community. As such, their accommodation needs are not considered as part of Gypsy and Traveller accommodation assessments, and so this is the approach taken in this GTAA.
- 2.5 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.

- 2.6 One interpretation is that ‘a nomadic habit of life’ means travelling for an economic purpose. Previous case law e.g. *R v Shropshire CC ex p Bungay* (1990) and *Hearne v National Assembly for Wales* (1999) has been used to support this point. However, there is nothing within PPTS which indicates that Gypsy or Traveller status (for planning purposes) is solely derived from whether there is any employment-related travelling. Also, such case law precedes the August 2015 definition change and it is believed that there has not yet been any caselaw in relation to the updated definition.
- 2.7 More recent Planning Inspectors’ reports have reached differing conclusions regarding whether the Gypsy and Traveller status (for planning purposes) should be based on patterns of employment-related nomadism. For example, a planning appeal decision regarding a site at Throcking, Hertfordshire, in 2016 concluded the appellant was not a Gypsy and Traveller for planning purposes as there was insufficient evidence “that he is currently a person of a nomadic habit of life”⁷ for employment purposes (i.e. he did not meet the August 2015 PPTS definition).
- 2.8 In contrast, some other Planning Inspectors’ reports have appeared to give less weight to the travelling status of Gypsies and Travellers. For example, an appeal decision regarding a site in Blythburgh, Suffolk, states that whilst the appellant had permanently ceased to travel, he is nonetheless an ethnic Romany gypsy with protected characteristics under the Equality Act 2010⁸. *RRR Consultancy* is also aware of current and potentially forthcoming legal challenges to the August 2015 PPTS definition. For example, the Community Law Partnership is preparing a legal challenge to the definition on behalf of a Gypsy. It is therefore *possible* that applying a strict employment-based interpretation of the August 2015 definition for planning purposes could lead to difficulties, but it is also possible that the legal challenge to PPTS could fail and the employment-based interpretation become more settled.
- 2.9 In the absence of caselaw on the current (2015) PPTS definition, the key conclusion to draw on this matter is that there is no firm, settled understanding of the extent to which nomadism for employment-related purposes is determinative of the planning status of a self-identifying Gypsy and Traveller. As the differing appeal decisions show, the facts of each individual case are very important in reaching a conclusion.
- 2.10 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 third a figure based on the accommodation needs only of families who travel for work).

⁷ Appeal Ref: APP/J1915/W/16/3145267 Elmfield Stables, Thirty Acre Farm, Broadfield, Throcking, Hertfordshire, 6 December 2016.

⁸ Appeal Ref: APP/J3530/A/14/2225118, Pine Lodge, Hazels Lane, Hinton, Blythburgh, Suffolk IP17 3RF 1 March 2016.

- 2.11 Using these methods will ‘future-proof’ the Accommodation Needs Assessment and ensure that the revised definition is applied in both a fair and objective manner. As such, the accommodation needs of Gypsies and Travellers are able to be determined in respect of the current definition that is both robust and reliable and minimises possible future challenges. Different GTAAAs reach differing conclusions on this matter and it is for local authorities to decide individually which approach to take for planning purposes. It is recommended that this be kept under review in the light of evolving appeal decisions and caselaw.

*DCLG Review of housing needs for caravans and houseboats: draft guidance (March 2016)*⁹

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

- Caravan and houseboat dwelling households:
 - who have no authorised site anywhere on which to reside
 - whose existing site accommodation is overcrowded or unsuitable, but who are unable to obtain larger or more suitable accommodation
 - who contain suppressed households who are unable to set up separate family units and
 - who are unable to access a place on an authorised site, or obtain or afford land to develop on.
- Bricks and mortar dwelling households:
 - Whose existing accommodation is overcrowded or unsuitable (‘unsuitable’ in this context can include unsuitability by virtue of a person’s cultural preference not to live in bricks-and-mortar accommodation).

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

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

- their nomadic or semi-nomadic pattern of life
- their preference for caravan and houseboat-dwelling
- movement between bricks-and-mortar housing and caravans or houseboats

⁹ See <https://www.gov.uk/government/publications/review-of-housing-needs-for-caravans-and-houseboats-draft-guidance>

- their presence on unauthorised encampments or developments.

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

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

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

Housing and Planning Act 2016

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

Local Planning Policies

Core Strategy Policy CS8 ‘Gypsy and Traveller Accommodation’

2.18 Policy CS8 of the Core Strategy (2013-2028) states that sufficient land will be allocated in the ‘Sites and Policies’ document to provide for 8 Gypsy and Traveller pitches¹⁰, taking into account any sites that have already been granted planning permission or developed.

2.19 Land will be allocated for new sites, with options for new allocations considered throughout the whole Borough, in accordance with the aims of Policy CS3 Location of New Development. Key considerations are the extent of unmet need in the borough, the particular requirements of the Gypsies and Travellers, and the need for integration with the wider community. Applications for new sites will also be determined in accordance with the aims of Policy CS3,

¹⁰ The 8-pitch requirement was based on the draft version of South Yorkshire Gypsy and Traveller Accommodation Needs Assessment 2011–2016. The final report identified a need for 9 pitches which is reflected in paragraph 4.13 of the Sites and Policies document discussed below. However, these figures will be superseded by the results of the 2020 GTAA.

in light of the level of unmet need and detailed criteria set out in the Sites and Policies document.

Rotherham MBC Gypsy and Traveller Site - Background Paper 2015

- 2.20 As part of the work following on from the South Yorkshire Gypsy and Traveller Accommodation Needs Assessment 2011-2016, the Council looked at unauthorised sites being used by Gypsies and Travellers. It considers that authorisation of such sites, where appropriate, would meet accommodation need and reduce the of number pitches required on a new site. As such, the paper discussed the allocation of land at the Rotherham Council Depot, Dog Kennels Lane and land at Red Hill, Kiveton Park for a Gypsy and Traveller site in the Local Plan. It also provides general information about Gypsy and Traveller provision for Rotherham.
- 2.21 According to the paper, the site at Dog Kennels Lane, Kiveton Park, which is in Council ownership, is the best option available for a new site. The site is self-contained and provides a good environment for residents with no impact on the openness of the Green Belt. The Council received comments from two groups representing Gypsies and Travellers with both stating positively that the site at Kiveton Park would be a suitable site. Constraints mean that alternative sites at Thurcoft and Warren Vale were considered not suitable for development as Gypsy and Traveller sites. The paper also considered the suitability of the Dog Kennels Lane site. An assessment of the site suggested that it is was generally suitable for development as a site, but is not ideally located in terms of access to services. Finally, the paper states that the Council Depot site could be vacated, and alternative provision found, should planning permission be granted for development of the site as a Gypsy and Traveller site.
- 2.22 Table 3 of the Rotherham Local Plan – Sites and Policies (Adopted June 2018) confirms that the 0.62 ha Wales and Kiveton Park site has been allocated for use as a Gypsy and Traveller site of between 6 and 8 pitches.
- 2.23 Policy SP 13 ('Gypsy and Traveller Sites') states that proposals for Gypsy and Traveller sites will be supported in towns and villages on sites suitable for residential uses. When considering proposals, the suitability of sites shall be considered in accordance with the criteria in Core Strategy Policy CS 3 'Location of New Development', with particular consideration given to the following matters:
- a. no significant harm to the built or natural heritage including trees, hedgerows, and biodiversity;
 - b. no significant harm to local amenity, infrastructure or agriculture;
 - c. safe and convenient access to the highway network;
 - d. good access to community services by non-car modes;
 - e. no development on sites within Flood Zone 3.

In all cases sites will be expected to meet the following requirements:

- f. sufficient space for the planned number of caravans, commercial vehicles, play space,
- g. amenity blocks and the safe circulation of vehicles;
- h. the scale of the site should not dominate the nearest settled community;
- i. good existing screening of the site and / or the carrying out of suitable landscaping.

(Rotherham Local Plan – Sites and Policies, 2018 p.50)

Duty to cooperate and cross-border issues

- 2.24 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.
- 2.25 Local authorities are required to work together to prepare and maintain an up-to-date understanding of the likely permanent and transit accommodation needs for their areas. They should also consider the production of joint development plans to provide more flexibility in identifying sites, particularly if a local planning authority has special or strict planning constraints across its area.
- 2.26 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.
- 2.27 Given the transient nature of Gypsies and Travellers it is important for the GTAA to consider Gypsy and Traveller accommodation need in neighbouring authorities. Also, the travelling patterns of Gypsies and Travellers transcend local authority boundaries. As such, the following section discusses the results of GTAA's recently undertaken by neighbouring and nearby local authorities specifically in relation to accommodation need and travelling patterns.

Ashfield GTAA October 2015

- 2.28 The GTAA was undertaken by the local authority and drew on both primary and secondary data including census data, face-to-face surveys with the Gypsy and Traveller community, information from planning applications, caravan counts, and workshops with service providers and representatives from the Traveller communities. It identified a need for 2 additional pitches for the period 2014 to 2029 (over and above the potential provision from a site for 8 pitches with extant planning permission at Park Lane, Kirkby in Ashfield). This outstanding accommodation need was met by planning approval for 2 pitches at Back Lane, Huthwaite granted in 2018. The assessment did not identify any additional plot requirements

for Travelling Showpeople for the period 2014 to 2029. This GTAA is currently (Autumn 2020) being updated in conjunction with Broxtowe Borough, Gedling Borough, Nottingham City, Rushcliffe Borough and Erewash Borough.

Barnsley Gypsy and Traveller and Travelling Showperson Accommodation Assessment 2015

- 2.29 The GTAA updates the findings of the South Yorkshire GTAA 2012-2017 (see below). It determines the accommodation needs of Gypsies, Travellers and Showpeople for the period 2014-2034. It identifies a shortfall of 15 pitches over the period 2014/15 to 2018/19, and a total need for 33 pitches over the period 2014/15 to 2033/34. However, the GTAA found no accommodation need for Showpeople plots over the same period. In relation to transit provision the GTAA recommends 5 transit sites in the local authority area. In March 2015 the local authority established an emergency stopping place at Grange Lane providing 11 caravan pitches designed for temporary occupancy for passing Gypsy and Traveller groups.

Bassetlaw GTAA 2019

- 2.30 The GTAA report, undertaken by *RRR Consultancy Ltd*, sets out Gypsy, Traveller and Travelling Showpeople accommodation needs for Bassetlaw District Council for the period 2019 to 2037. It found that there is a need for a further 40 pitches (based on PPTS 2015) over the period 2019-2037 in Bassetlaw, or 52 Gypsy and Traveller pitches (based on the ethnic identity definition). The main drivers of accommodation need are from family units on unauthorised developments requiring residential pitches in the area, new family formations, and family units in housing but with a psychological aversion to housed accommodation. However, the accommodation needs figures are contingent on land which previously operated as an authorised private site being brought back into use.

Bolsover - Gypsies, Travellers and Travelling Showpeople Position Statement 2018

- 2.31 The Position Paper sets out the local authority's position in relation to meeting need as determined by the Derby, Derbyshire, Peak District National Park Authority and East Staffordshire GTAA 2015 (see below). It cites the GTAA as determining a need for 24 additional Gypsy and Traveller pitches and 13 Showpeople plots in the local authority area over the period 2014-2034. However, the Position Paper regards the 2015 GTAA accommodation needs figures as a 'starting point'. In response to accommodation needs, it states that the Local Plan allocates 5 Gypsy and Traveller pitches out of a modelled need of 9 pitches for the period 2014-2019 with one pitch already developed. The Council has allocated a site for 14 Travelling Showpeople's plots out of a modelled need of 8 for the period 2014-2019, with one plot already developed.

Derby, Derbyshire, Peak District National Park Authority and East Staffordshire GTAA 2015

- 2.32 The GTAA was undertaken by *RRR Consultancy Ltd* on behalf of twelve partners, and covered a wide geographical study area. The GTAA concluded that there is a need for 134 new permanent pitches and 13 plots in the study area over the 20-year period 2014-34. In

relation to transit provision the GTAA recommended 4 emergency stopping places close to the main arterial routes, including the M1 and A52. However, the geographic extent in which such facilities should be provided covered a much wider area extending into Derbyshire. The 2015 GTAA is currently (Spring 2021) being updated.

Doncaster Gypsy/Traveller Accommodation Need Assessment and Travelling Show People Accommodation Need Assessment 2018

- 2.33 The GTAA assesses the accommodation needs of Gypsies, Travellers and Showpeople for the period 2018-2023. It was based on a methodology used by the local authority to undertake assessments of accommodation need in 2015, 2016 and 2017. The GTAA found that there would be no accommodation need over the period 2018-2023. In contrast, it found that there would be substantial surplus of 55 pitches over the 5-year period. Similarly, the GTAA found no need for additional Showpeople plots during the period 2018-2023 but rather a surplus of 7 plots. In relation to transit provision, the GTAA found that there was no identified significant need for a transit site within Doncaster.

Mansfield GTAA 2017

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

Newark and Sherwood GTAA 2020

- 2.35 According to the GTAA there is a need for 118 pitches for households that met the PPTS 2015 planning definition; 21 pitches for households whose planning status is undetermined; and 30 pitches for households that do not meet the planning definition. The GTAA found no current or future need for Travelling Showpeople plots. Due to low historic low numbers of unauthorised encampments, and the existence of private transit pitches, the GTAA does not recommend that there is a need for a formal public transit site in Newark & Sherwood at the current time.

Sheffield GTAA 2015/16 – 2020/21

- 2.36 The GTAA was undertaken internally by the Housing Strategy and Policy section of Sheffield City Council. The GTAA found a need for 57 pitches (54 pitches for Gypsies and Travellers and 3 plots for Travelling Showpeople) for the period 2015/16 – 2020/21. It also found a cumulative need for up to 60 pitches for the period 2021/22 – 2026/27, and up to 62 pitches for the period 2027/28 – 2032/33 i.e. a cumulative need of 62 pitches and plots for the period 2015/16 to 2032/33. In relation to transit provision, the GTAA identifies a need for some form

of transit provision or temporary stopping places in the city. It suggests that the provision should be available near to main roads or the M1 motorway to accommodate households who are travelling through the city or visiting for an occasion.

South Nottinghamshire GTAA 2016

- 2.37 The primary purpose of the GTAA was to establish the additional permanent pitch provision requirements of the Gypsy and Traveller population in the local authority areas of Broxtowe Borough, Gedling Borough, Nottingham City and Rushcliffe Borough. It covered the period 2014 to 2029 and informed the adopted and emerging Local Plan Part 2s. According to the GTAA there is a need for 11 additional pitches for the period 2014-2029 including 4 in Rushcliffe, 3 in Gedling, 2 in Broxtowe, and 2 in Nottingham. The GTAA did not cover transit need. In terms of Travelling Showpeople needs the GTAA concluded that the most appropriate planning approach was to respond to demand as it emerged. The GTAA is currently (Spring 2021) being updated.

Summary

- 2.38 DCLG Planning Policy for Traveller Sites (August 2015) emphasises the need for local authorities to use evidence to plan positively and manage development. The Housing and Planning Act 2016 amends section 8 of the Housing Act 1985 governing the assessment of accommodation needs to include all people residing in the District in caravans or houseboats. However, for planning purposes, as noted above, the DCLG Planning Policy for Traveller Sites (August 2015) still requires local authorities to identify the accommodation needs of Gypsies, Travellers and Travelling Showpeople.
- 2.39 Policy CS8 of the Rotherham MBC Core Strategy (2013-2028) states that sufficient land will be allocated in the 'Sites and Policies' document to provide for 8 Gypsy and Traveller pitches¹¹, taking into account any sites that have already been granted planning permission or developed. The Council's Gypsy and Traveller Site Background Paper 2015 considers the suitability of land within the local authority area for development of Gypsy and Traveller sites.
- 2.40 Given the cross-boundary characteristic of Gypsy and Traveller accommodation issues, it is important to consider the findings of GTAAs produced by neighbouring local authorities. GTAAs recently undertaken by neighbouring local authorities suggest that there remains some Gypsy and Traveller accommodation need throughout the region.

¹¹ The 8-pitch requirement was based on the draft version of South Yorkshire Gypsy and Traveller Accommodation Needs Assessment 2011–2016. The final report identified a need for 9 pitches which is reflected in paragraph 4.13 of the Sites and Policies document discussed below. However, these figures will be superseded by the results of the 2020 GTAA.

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 accommodation 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 or boat dwellers/travellers.
- 3.3 Significantly, the count is only of caravans (tourer and static caravans) and so Gypsies and Travellers residing 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 sites¹². 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 2020.

¹². Data regarding Travelling Showpeople are published separately by the MHCLG as 'experimental statistics'.

Population

- 3.6 The total Gypsy and Traveller population residing in the UK is unknown, with estimates for England ranging from 90,000 and 120,000¹³ (1994) to 300,000¹⁴ (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 residing in bricks and mortar accommodation. Estimates produced for the MHCLG suggest that at least 50% of the overall Gypsy and Traveller population are now residing 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 2020 Count (the most recent figures available) indicate a total of 22,710 caravans. Applying an assumed three person per caravan¹⁵ multiplier would give a population of 68,130.
- 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,¹⁶ gives a total population of 136,260 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. Table 3.1 below shows total population and Gypsy and Traveller population in the South Yorkshire metropolitan county area as derived from the 2011 Census. It shows that in 2011 there were 1,234 Gypsies and Travellers residing in the South Yorkshire metropolitan county area representing around 0.09% of the usual resident population.¹⁷ In the Rotherham MBC area there were 126 Gypsies and Travellers representing around 0.05% of the usual population. This is lower than the average for England & Wales of 0.10%. The proportion of Gypsies and Travellers recorded in the South Yorkshire metropolitan county area varied widely with 0.05% of the population of Rotherham recorded as Gypsies or Travellers compared with 0.19% in the Doncaster MBC area. Doncaster MBC also recorded the largest population with 587 Gypsies and Travellers recorded by the 2011 Census.

¹³ 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.

¹⁴ 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.

¹⁵ Niner, Pat (2003), *Local Authority Gypsy/Traveller Sites in England*, ODPM.

¹⁶ Ibid.

¹⁷ 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 (%)
Barnsley	231,221	163	0.07%
Doncaster	302,402	587	0.19%
Rotherham	257,280	126	0.05%
Sheffield	552,698	358	0.06%
Total	1,343,601	1,234	0.09%

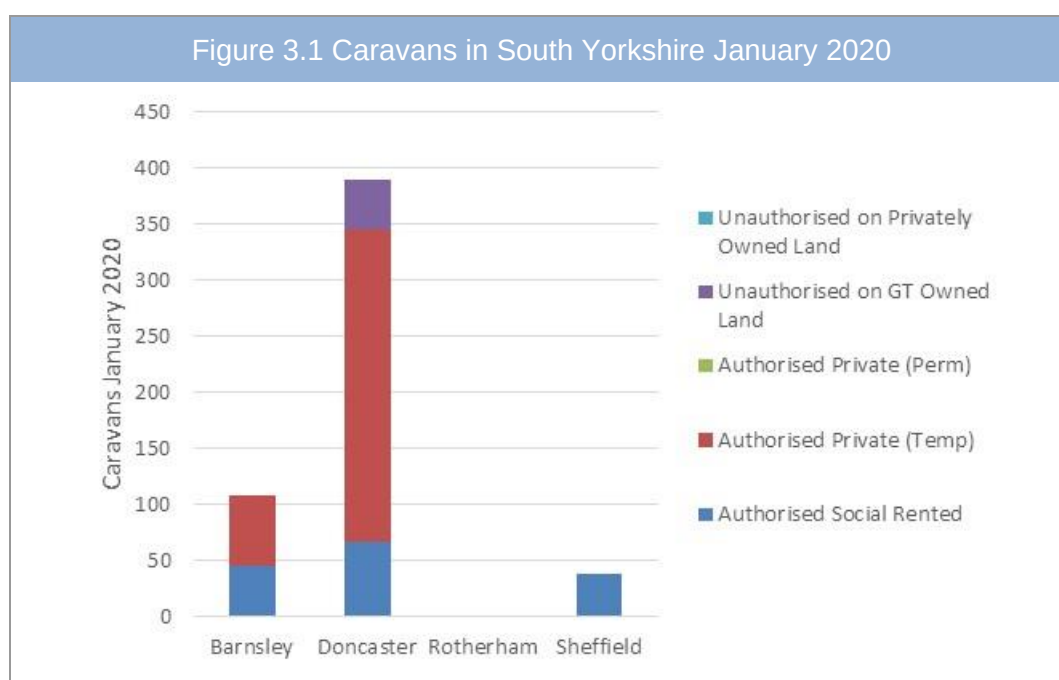
Source: NOMIS 2020

- 3.10 It is also possible to determine the tenure of the Gypsy and Traveller population within the South Yorkshire metropolitan county area. Derived from 2011 Census data, Table 3.2 shows the tenure of 428 Gypsy and Traveller households. Specifically in relation to Rotherham, a total of 51 households were recorded with almost two fifths (39%) owning the housing they occupy compared to a third (33%) who rent privately and over a quarter (27%) who reside in social rented housing.

Table 3.2 Gypsy and Traveller Population by tenure							
	Social rented		Owned		Private rented		Total
	No.	%	No.	%	No.	%	No. %
Barnsley	28	41%	28	41%	12	18%	68 100%
Doncaster	71	40%	54	30%	53	30%	178 100%
Rotherham	14	27%	20	39%	17	33%	51 100%
Sheffield	27	21%	63	48%	41	31%	131 100%
Total	140	33%	165	39%	123	29%	428 100%

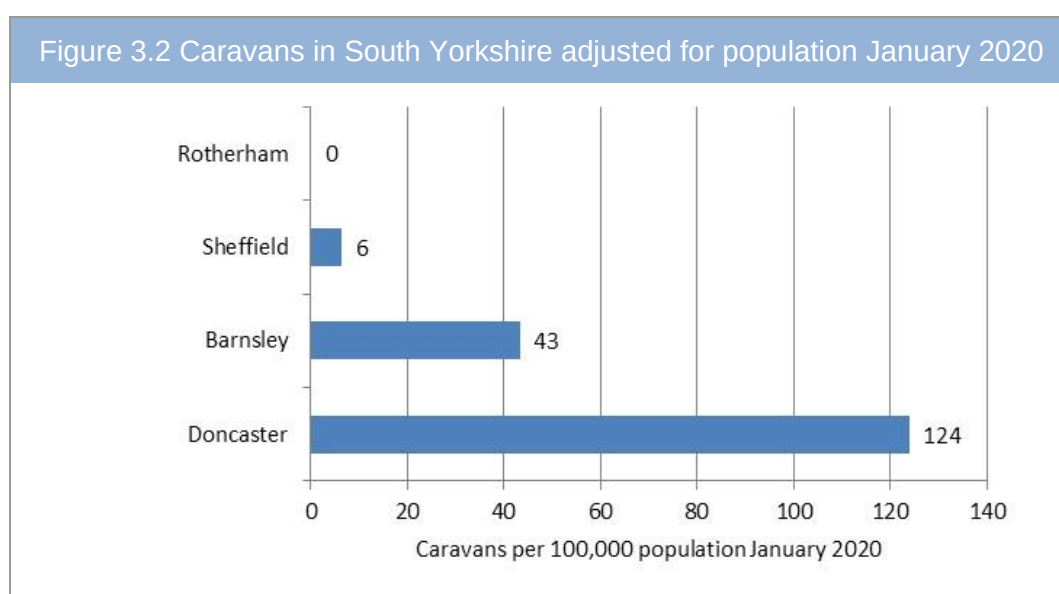
Source: NOMIS 2020

- 3.11 Figure 3.1 shows Rotherham's Traveller January 2020 Caravan Count in the context of the South Yorkshire local authorities. There is some variation in the number of caravans in each local authority with no caravans recorded in Rotherham, 38 caravans (all located on a social rented site) in Sheffield, 108 caravans (located on both social rented and private sites) in Barnsley, and 389 caravans (located on both social rented and private sites) in Doncaster. The total includes 44 caravans located on unauthorised pitches in January 2020 located in Doncaster.



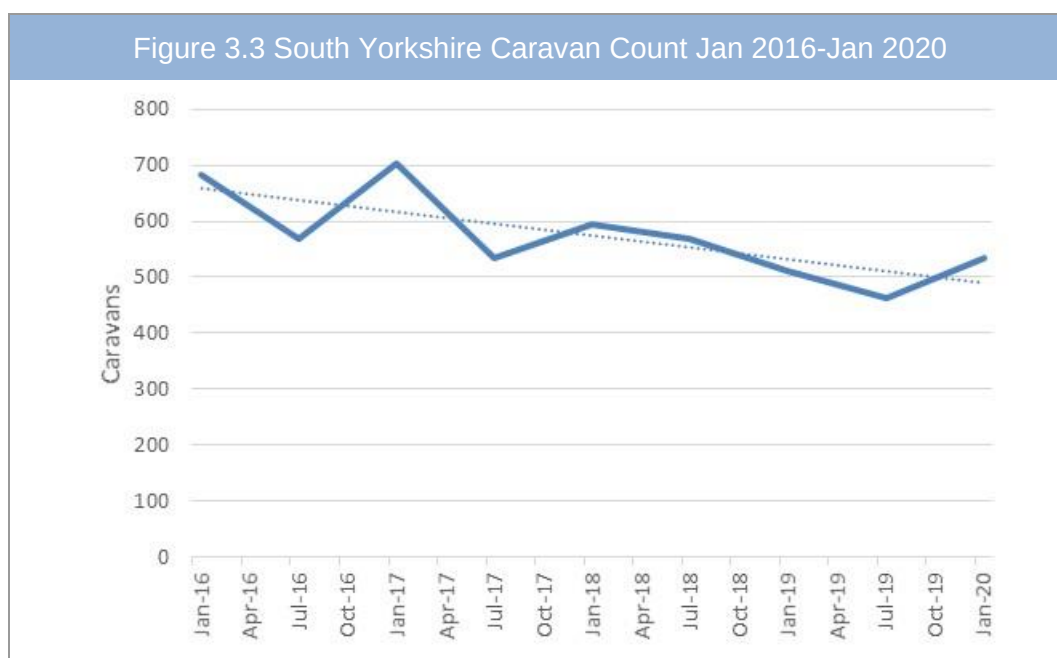
Source: MHCLG January 2020 Traveller Caravan Count

- 3.12 Figure 3.2 shows that when the population is taken into account the density of caravans varies. No caravans were recorded in the Rotherham MBC area in January 2020 compared to Sheffield (6 caravans per 100,000 population), Barnsley (43), and Doncaster (124).



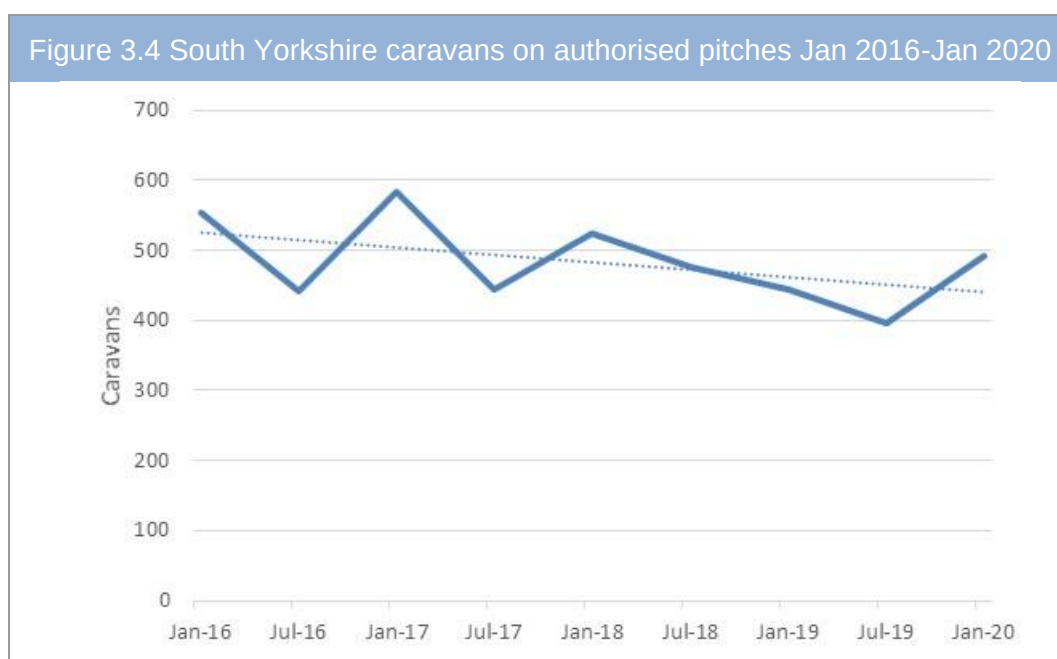
Source: MHCLG January 2020 Traveller Caravan Count

- 3.13 Figure 3.3 shows that the total number of caravans recorded in the South Yorkshire metropolitan county area has decreased steadily over the period January 2016 to January 2020. Whilst no caravans were recorded in the Rotherham MBC area during the period, the number of caravans recorded in the remaining three South Yorkshire local authority areas declined from 703 caravans in July 2016 to 535 caravans in January 2020. On average, over two thirds (71%) of caravans were recorded in the Doncaster MBC area.



Source: MHCLG January 2020 Traveller Caravan Count

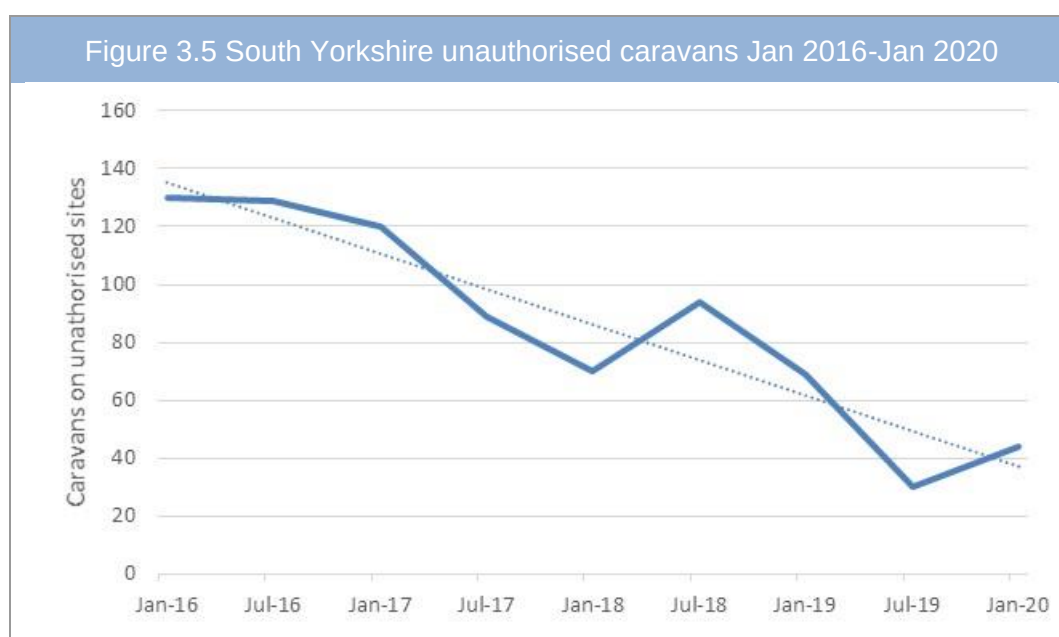
- 3.14 Similarly, the number of caravans on authorised pitches declined steadily between January 2016 to January 2020 in the South Yorkshire metropolitan county area (Figure 3.4). Again, whilst no caravans were recorded in the Rotherham MBC area, 553 caravans were recorded on authorised sites in January 2016 compared to 491 in January 2020. On average, over two thirds (69%) of caravans on authorised sites were recorded in the Doncaster MBC area.



Source: MHCLG January 2020 Traveller Caravan Count

Data on unauthorised encampments

- 3.15 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. Figure 3.5 shows that the number of caravans recorded on unauthorised pitches in South Yorkshire decreased from 129 in January 2016 to 44 in January 2020. No caravans were recorded on unauthorised encampments in the Rotherham MBC area between January 2016 and January 2020. However, unauthorised encampments may have occurred outside of the MHCLG Traveller Count period but not recorded. Rotherham MBC do not keep data on unauthorised encampments separate to the MHCLG Traveller Count data.



Source: MHCLG January 2020 Traveller Caravan Count

Residential provision within the Rotherham MBC area

- 3.16 According to Rotherham MBC data, there are two authorised Gypsy and Traveller sites located within the local authority area – consisting of 4 and 2 pitches respectively. In 2016 there was an application on behalf of unidentified households from outside the local authority area for 6 pitches which was rejected on appeal in January 2018¹⁸.
- 3.17 One of the authorised sites gained planning permission in 2013¹⁹ for space for 4 caravans and 4 portable toilets with associated hardstanding area for use by 3 Gypsy families and formation of a new access track.
- 3.18 The second was formerly an unauthorised development, as the applicant having demonstrated that the site has been continuously used for over 10 years, was granted a

¹⁸ See: <http://rotherham.planportal.co.uk/?id=RB2016/1721>

¹⁹ See: <http://rotherham.planportal.co.uk/?id=RB2012/0559>

Lawful Development Certificate in 2014²⁰ for the siting of three caravans on 2 pitches. This is not a planning permission, but it does regularise the use and confirm that the Council cannot take action against it.

Travelling Showpeople

- 3.19 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. For clarity, we refer to Travelling Showpeople 'plots' rather than 'pitches', and 'yards' rather than 'sites' to recognise the differences in design. It should consequently be borne in mind that the amount of land needed to live on is greater than for Gypsies and Travellers.
- 3.20 The local authority area contains two authorised Travelling Showpeople yards. One yard has been granted a number of planning permissions for extensions and improvements since 2012²¹. There is planning permission for 8 plots, but 1 plot is used for storage and 3 plots have been converted into 2 plots due to the need for additional space for storage and accommodation by the occupants of the plots. This means that only 6 of the 8 plots are occupied on this yard and available for accommodation.
- 3.21 A second yard is located at a former Depot Site. Planning permission was granted in 2007 for the storage and maintenance of fairground equipment with space for 4 Showpeople vans, 2 storage containers, and the formation of a parking area. In 2018 planning permission was granted for the erection of a bungalow to replace an existing mobile home²². There are two plots on this yard.

Boat Dwellers

- 3.22 In relation to boat dwellers, there are three key waterways running through Rotherham: the River Rother (unnavigable), and the Sheffield to Keadby Canal and the River Don which run close to one another and merge at certain locations. There are three authorised mooring locations, each with a combination of permanent moorings and leisure moorings.

Summary

- 3.23 The 2011 Census suggests there were 126 Gypsies and Travellers residing in Rotherham MBC area representing about 0.05% of the total population. The 2011 Census records a total of 51 Gypsy and Traveller households residing within Rotherham MBC, of which the majority own the housing they occupy. The MHCLG January 2020 Count did not record any Gypsies or Travellers residing in the Rotherham MBC area, although 535 caravans were recorded in

²⁰ See <http://rotherham.planportal.co.uk/?id=RB2013/0760>

²¹ See <http://rotherham.planportal.co.uk/?id=RB2018/0990>
<http://rotherham.planportal.co.uk/?id=RB2016/1244>
<http://rotherham.planportal.co.uk/?id=RB2015/1569>
<http://rotherham.planportal.co.uk/?id=RB2012/0823>

²² See <http://rotherham.planportal.co.uk/?id=RB2018/0670>

neighbouring South Yorkshire local authority areas. Similarly, no caravans on unauthorised encampments were recorded in the Rotherham MBC area, although 44 were recorded in neighbouring South Yorkshire local authority areas. The trend shows that the number of unauthorised encampments recorded in South Yorkshire has been steadily declining since January 2016. There are two Gypsy and Traveller sites located within the local authority area – consisting of 4 and 2 pitches respectively. There are also two Travelling Showperson yards accommodating around 8 occupied plots located on authorised yards within the Rotherham MBC area.

4. Stakeholder consultation

Introduction

- 4.1 Consultation with a range of stakeholders was conducted between May 2020 and March 2021 to provide in-depth qualitative information about the accommodation needs of Gypsies, Travellers, Showpeople and boat dwellers. The aim of the consultation was to obtain both an overall perspective on issues facing these groups, and an understanding of local issues that are specific to the study area.
- 4.2 Due to Covid-19 restrictions the consultation took the form of an online survey and telephone interviews, and a Teams online focus group discussion session (following a presentation of key findings in March 2021) to key stakeholders within Rotherham MBC. The latter was part of the Council's plans to take forward their plans for their key departments to work more collectively in relation to Gypsies, Travellers, Showpeople and boat dwellers in their area.
- 4.3 In recognition that issues concerning these communities transcend geographical boundaries, and the duty to cooperate in addressing the needs of these communities, consultation was undertaken with stakeholders from within Rotherham and neighbouring authorities. Stakeholders commented on how important it is for them to be consulted and given the opportunity to participate. This chapter provides insight gathered from consultation with key stakeholders within the study area and neighbouring authorities including Bassetlaw (Nottinghamshire), Doncaster, Barnsley and Sheffield (South Yorkshire) and North East Derbyshire and Bolsover (Derbyshire).
- 4.4 Stakeholders involved in the consultation included: local authority officers with responsibility for Gypsy, Traveller, Showpeople and boat dweller issues, planning and planning policy officers, housing strategy officers, enforcement officers, housing officers, education service officers, health service officers, social care officers, community officers and neighbourhood service officers, and external services, such as police, National Federation of Gypsy Liaison Groups (including Derbyshire Gypsy Liaison Group who was the planning agent for one of the households), local and national representatives of the Showmen's Guild of Great Britain, and local and national services supporting boat dwellers, including the Canal and River Trust (CRT) and the National Bargee Traveller Association (NBTA).
- 4.5 Themes included: the need for additional provisions and facilities; travelling patterns; planning process, the availability of land; accessing services; and work taking place to meet the needs of the different community groups. This chapter presents brief summaries of the consultation with stakeholders and highlights the main points that were raised.

Accommodation needs

- 4.6 Stakeholders commented on the main issues regarding the accommodation needs of Gypsies and Travellers, Travelling Showpeople and boat dwellers in the area (including neighbouring authorities). A key issue mentioned by stakeholders is the growth of family units which is leading to overcrowding and demands for more permanent sites for Gypsies and Travellers and yards for Showpeople. It was suggested that there is some overcrowding on existing sites and yards due to concealed households. Also, it was acknowledged that

overcrowding prevents younger family members from forming their own household and that a number of adult children residing on existing sites may need separate accommodation within the next 5 years.

- 4.7 A representative from the Showmen's Guild stated that:

The main problems we encounter are usually planning problems and finding suitable land. Most of our members are small to medium family businesses who over time find it difficult for their business to grow because of the confines of the yards they are operating from. When a son / daughter starts up their own business, they struggle to find their own yard.

- 4.8 According to a representative from a neighbouring local authority, their Borough contains a comparatively high number of Gypsies, Travellers and Showpeople. They have determined that there is sufficient capacity to meet anticipated need arising over coming years. However, despite capacity the sites are not always suitable for households who require accommodation. As such, it can be challenging to find suitable sites when need arises. According to another neighbouring local authority stakeholder, if sufficient sites are not available then it will be difficult for them to refuse planning applications for temporary pitches at appeals. A stakeholder from a neighbouring authority stated that:

The main issue is the need to expand some of the existing sites to enable newly forming households to remain living with extended family. There is also a need to develop an appropriate transit policy to ensure the travelling Gypsy and Traveller communities can be satisfactorily accommodated.

- 4.9 There appeared to be less knowledge of the extent of provision or need in relation to boat dwellers within the local authority area and in neighbouring authorities. Some stakeholders commented on how there is a need for more provision particularly for residential moorings and more transit moorings (usually referred to as temporary moorings). One commented on how there is always demand for more moorings but identifying the actual level of need and best locations for meeting the need are often complex. It was commented on the difference between households who reside on boats but do not want a permanent mooring, households requiring a permanent mooring but cannot afford one, and households who require a permanent mooring but are unable to find a suitable one.
- 4.10 According to a Rotherham MBC stakeholder the local authority plans to redevelop the waterways, especially those close to the town centre. It was suggested that any planned development should consider the needs of people who reside on, and use, Rotherham's waterways.

Transit provision and travelling patterns

- 4.11 Stakeholders suggested that a lack of suitable permanent and transit sites in Rotherham and surrounding authorities can lead to unauthorised encampments. Transit provision was regarded by stakeholders as primarily relevant to Gypsies and Travellers as Showpeople tend to travel from and to pre-arranged locations for work purposes such as fairs or circuses. According to one stakeholder:

Insufficient pitches or sites for gypsies and travellers may lead to unauthorised encampments, which in turn could increase evictions from one place to the next and generate hostility from the community. This may drive Gypsies and Travellers to more hidden areas and finding out accommodation need may become a harder task.

- 4.12 According to stakeholders, there is transit provision in some neighbouring authorities. For example, Barnsley has a transit site which according to one local authority officer is “well used”. However, some stakeholders commented on how transit sites do not always address transit need.
- 4.13 Stakeholders primarily regarded negotiated stopping agreements as a way forward in terms of addressing unauthorised encampments rather than transit sites. They stated that permanent transit provision has issues in terms of costs and gaining planning permission and can be difficult to manage. Also, it was acknowledged that permanent transit provision does not always lead to a reduction in unauthorised encampments if not used by transiting households. Neighbouring local authorities commented on how they are exploring the option of developing a negotiated policy and it was suggested that Rotherham should adopt one, particularly as they tend not to have large-scale unauthorised encampments. It was suggested by one of the stakeholders that the council consider the approach adopted and developed by Leeds Gate²³.
- 4.14 Stakeholders from within Rotherham and neighbouring authorities regarded the Borough as being on the “periphery of the travel route of Gypsies and Travellers” and experience low levels of unauthorised encampments. Transiting households are either travelling through the local authority area or tend to remain for one or two nights if visiting family or friends residing on sites or local housing. The A1, M1 and M18 are regarded by stakeholders as key travel corridors for Gypsy and Traveller households. A Rotherham stakeholder stated that the borough is a location which communities tend to travel through, rather than being a destination, given its location in relation to motorway and main road networks.
- 4.15 In terms of travelling patterns stakeholders agreed that travelling tends to occur during summer months for various reasons such as for work purposes, visiting family and friends,

²³ See <https://www.negotiatedstopping.co.uk/>

fairs and other events, and to maintain culture and traditions. Since the revised PPTS 2015 definition and emphasis on travelling in order to have their Gypsy or Traveller status recognised in planning terms, some authorities commented on how they had observed an increase in the level of unauthorised encampments although one stated that the level of unauthorised encampments has remained fairly constant over recent years.

4.16 A stakeholder from a neighbouring authority stated that:

Our assessment does not determine whether people travel or not when calculating need. Therefore, there is no reason people feel they need to travel in [the local authority area].

4.17 Another stakeholder stated that there needs to be an understanding of how families choose to move around and live together in groups. Family structures and relationships could affect the allocation of accommodation and there may need to be more provision for families visiting relatives in local areas. It was acknowledged important to recognise that different types of Travellers may require different types of accommodation e.g. Showpeople may require larger yards in which to maintain and store equipment.

4.18 In relation to transit need and provision for boat dwellers and leisure cruisers, stakeholders commented on the need for more provision in the local and neighbouring areas. It was suggested that more flexible access to transit moorings out of season would help boat dwellers who lack a permanent mooring (either due to choice or a lack of permanent moorings). This was the case in relation to both Rotherham and neighbouring authorities.

Barriers to provision

4.19 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; competing and conflicting priority pressures for available sites, political and public oppositions, getting planning permission and discrimination. Calls for sites had led to only a limited number being identified and limited funding available to bring the sites forward. Also, local landowners may be reluctant to sell land for development as Gypsy and Traveller sites as selling it for housing development may be more profitable.

4.20 Both stakeholders from within Rotherham and from neighbouring authorities commented on how Green Belt restrictions are a key barrier to the development of new sites. It was noted that land that Gypsies, Travellers and Showpeople may consider suitable is often located in Green Belt areas. Also, affordable land or land not identified as suitable for housing or retail development tends to be located in Green Belt areas. Another suggested that in order to meet the accommodation needs of Gypsies and Travellers it may be necessary to review the status of land located in Green Belt areas.

- 4.21 It was suggested that prejudice towards Gypsies and Travellers can be a barrier to delivering sites. However, public attitudes towards Travelling Showpeople tend to differ as they are usually regarded as providing a service to the community. Stakeholders stated that there is a need to challenge prejudice. This could include encouraging better integration of Gypsy and Traveller children in local schools and more socialising between parents from all communities. Similarly, it was suggested that there needs to be a sustained campaign to improve the settled community's understanding of Gypsy and Traveller issues whilst not tolerating unlawful or anti-social behaviour. There needs to be more public consultation in relation to considering new Gypsy and Traveller sites. According to one stakeholder:

Planning applications can reveal unease between communities. However, given [our large] population of Gypsies, Travellers and Travelling Showpeople, it is possibly a more commonly seen and accepted community than places where it is rarer. There are examples of sites close to or within residential areas that are accepted and deemed to be well run, and indeed in many cases have now been there a long time.

- 4.22 In relation to boat dwellers, stakeholders commented on barriers to new provision including residential and non-residential moorings, and transit provision. One stated that there are limited places along local waterways suitable to accommodate additional moorings. Another commented on how there is scope for more provision in the local area, although this would require further work on waterways and embankments.
- 4.23 Stakeholders also stated it is important for professionals working with the Gypsies and Travellers, Showpeople and boat dweller communities to have clear policies and procedures as a lack of knowledge amongst professionals can hinder the development of sites, yards and moorings. Some also commented on the need for professionals to have a good understanding of these communities.

Relationship between Gypsies, Travellers, Showpeople, boat dwellers and the settled community

- 4.24 Stakeholders commented on how Gypsies and Travellers tend to experience greater levels of discrimination and negative media compared to Showpeople and boat dwellers. Showpeople are usually regarded as providing the settled community with a service, which results in entertainment, and whilst people living in houses may aspire to reside on a boat. However, planning applications for new yards or moorings as just as likely to attract opposition from the local community as applications for new Gypsy and Traveller sites.
- 4.25 It was suggested that negative media articles can impact on the settled community's perception of Gypsies and Travellers. The negative rhetoric found on social media is also problematic. Stakeholders stated that there are too few positive media articles e.g. when unauthorised encampment sites are left in a good condition. It was noted that there are many positive articles about the Gypsy and Traveller culture and lifestyle in the *Traveller Times*, although these do not get much media attention. According to one stakeholder:

The relationship may be strained due to a lack of understanding of each other's cultures which leads to a number of community issues. Portrayal in the media of Gypsy and Traveller communities is unhelpful and contributes towards community tensions.

- 4.26 Smaller sites were mentioned by stakeholders as being less likely to face opposition by the settled community. However, it was acknowledged that unauthorised encampments left in poor condition tend to raise tensions with local communities. It was suggested that whilst the settled community's main view of Gypsies Travellers derived from experience of unauthorised encampments, barriers and misunderstanding between the communities will continue. Also, members of the settled community sometimes perceive that planning rules and regulations are applied differently to the Gypsy and Traveller community.
- 4.27 It was suggested that well-run and presentable sites allay public fears and encourage tolerance when considering planning applications for extensions etc. One local authority encourages softer landscaping and more naturalistic features to make sites more acceptable to the settled community. Also, long-standing sites tend to be more tolerated by the public compared to transient or short-term sites. More sites would lead to fewer unauthorised encampments which would help community relations. A proactive approach to Gypsy and Traveller planning issues by planning officers who are familiar with local communities helps:

...foster better working relationships and understanding. This allows for better dialogue and creates less animosity and reduces the 'us versus them' perception that communities sometimes feel.

- 4.28 Similarly:

We have made great efforts to create a good relationship with the communities which fosters trust. We have sought to understand need and accommodate or authorise sites where possible and generally worked hard to get on top of things, which was necessary given the size of the community here. However, we have not been judgemental in assessing need linked to travelling etc. which I am aware other authorities have done which is perhaps not always helpful although numerically it may reduce the amount of sites required.

- 4.29 Stakeholders suggested that a better understanding of the different communities' ways of life, and more opportunity for social interaction between the different communities would help improve relations.

Access to Health/Education/Services

- 4.30 Stakeholders were asked if they were aware of any particular health, education or any other service issue experienced by the Gypsies and Travellers, Travelling Showpeople and boat dwellers currently based in their local area. Some stakeholders were aware of health and education needs of specific families. Generally, it was acknowledged that Gypsies and

Travellers have a poor standard of health compared to the settled population leading to greater adult and child mortality. That they are not always able to access local health facilities can often put additional pressure on A&E departments. Stakeholders suggested that the consideration of planning applications for new sites should involve assessing access to health and education facilities.

- 4.31 In relation to education, the Showmen's Guild emphasised that all school-age children are actively attending school and that gaining a good education is regarded as vital for children's futures. In relation to boat dwellers, stakeholders commented on how there are very few if any children living on boats in the area, and those that do are likely to be attending school.
- 4.32 Gypsies and Travellers were viewed by stakeholders as regarding education as playing slightly less of a key role in their futures. However, stakeholders commented on how over recent years there is a growing acknowledgement by Gypsy and Traveller households of the need for a good education. Also, an increasing number of Gypsy and Traveller children are taking part in secondary and further education. With regard to boat dwellers, it was suggested that very few in the borough and neighbouring authorities have children of school age and therefore education is not regarded as a key issue. However, it was stated that all children from boat dweller households do attend school.

Cooperation and joint working

- 4.33 According to some stakeholders, despite areas of good practice there is still need for better collaborative and coordinated working. In particular, there needs to be better cooperation and communication regarding accommodation need. According to the Showmen's Guild, they regularly deal with local authority events departments regarding events such as markets or fairs although other departments may not understand their needs. It was suggested that there is a need for local authorities to work more closely together in order to determine a joint transit policy.
- 4.34 In relation to good practice, it was suggested that Rotherham MBC places communities at the heart of its policies and strives to engage them. In particular, responding to the needs of 'protected communities' is a key principle of the council. One stakeholder commented on how policies are more successful when they are place based and have local focus.
- 4.35 Rotherham MBC is currently reviewing how they engage with communities and are undertaking an equalities review. One stakeholder commented on how the local authority is considering ways in which they can better engage with the Gypsy, Traveller, Showpeople and boat dweller communities.
- 4.36 It was suggested that the GTAA findings may provide a basis for better cooperation and communication between local authorities and agencies regarding Gypsy, Traveller, Showpeople, and boat dweller issues.

Summary

- 4.37 The consultation with key stakeholders offered important insights into the main issues within the Borough. It was generally acknowledged that there is a lack of permanent and transit accommodation provision throughout the borough and neighbouring authorities. A key issue for neighbouring authorities is the growth of family units which is leading to overcrowding and demands for more permanent sites for Gypsies and Travellers and yards for Showpeople. It was suggested that there is some overcrowding on existing sites and yards in neighbouring authorities due to concealed households.
- 4.38 A lack of suitable permanent and transit provisions within the borough and neighbouring authorities can lead to unauthorised encampments. However, the number of unauthorised encampments taking place in Rotherham was considered by stakeholders to be low. The A1, M1 and M18 are regarded by stakeholders as key travel corridors for Gypsy and Traveller households. Rotherham is a location which communities tend to travel through, rather than being a destination, given its location in relation to motorway and main road networks.
- 4.39 The main barriers to delivering new sites, yards and moorings were regarded as: the limited availability of appropriate sites; the financial viability of new provisions and difficulties in financing new provision; competing and conflicting priority pressures for available sites. Calls for sites had led to only a limited number being identified and limited funding to bring the sites forward.
- 4.40 Negative attitudes and a lack of understanding of the Gypsy and Traveller, Showpeople and boat dweller communities constitute key barriers to new provisions. Smaller sites were mentioned by stakeholders as being less likely to face opposition by the settled community. Also, well-run and presentable sites allay public fears and encourage tolerance when considering planning applications for extensions etc.
- 4.41 Despite areas of good practice there is still need for better collaborative and coordinated working on Gypsy and Traveller, Showpeople and boat dweller issues between local authorities. In particular, there needs to be better cooperation and communication regarding accommodation need and the development of a joint transit policy.
- 4.42 In relation to cooperation and coordination within Rotherham, stakeholders from within the council have commented on plans to work more collectively and in a more coordinated manner, and to ensure that Gypsy, Traveller, Showpeople and boat dweller communities are included in their engagement and equalities practice.

5. Gypsies and Travellers residing on sites

Introduction

- 5.1 This chapter provides a snapshot of the supply of existing pitches and an analysis of need for current and future pitches across the borough. In doing so, it examines the key findings derived from the consultation with Gypsy and Traveller families. It is based on consultation undertaken in relation to 6 permanent households²⁴ all residing on pitches with permanent status (a 100% response rate). The consultation included questions regarding issues such as: family composition (per pitch), accommodation and facilities, the condition, ownership, management and suitability of current sites and pitches (including facilities and services), occupancy of existing pitches (including the number of, and reasons for, vacant and / or undeveloped pitches and future plans for pitches), travelling patterns, health, education and employment, and accommodation needs.
- 5.2 The number and location of pitches were determined using local authority data. Households were consulted on key issues regarding accommodation needs. The consultation was undertaken in September 2020. The combination of local authority data, site visits and consultation with 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.
- 5.3 All efforts were made to access households residing in bricks and mortar accommodation. However, it was not possible to identify a sufficient sample to determine the accommodation needs of the whole population residing in bricks and mortar accommodation. The methods used in attempting to contact households residing in bricks and mortar accommodation included:
- Asking households residing on sites if they were aware of any relatives or friends residing in bricks and mortar accommodation;
 - Contacting key stakeholders to request help to access Gypsies and Travellers living in bricks and mortar; and
 - Seeking information about the location of households residing in bricks and mortar accommodation through the stakeholder interviews

²⁴ The definition of 'household' is used flexibly. The consultation 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.

Population Characteristics

- 5.4 The consultation recorded 20 people residing in 6 households. 100% of the households described themselves as Romany Gypsies (in accordance with ethnic identity and given full protection under the Equality Act 2010). Interestingly, this compares with figures derived from the 2011 Census which suggests that there were 126 Gypsies and Travellers living in the Borough²⁵. However, 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. Unusually, the average size of families residing on the sites is the same as the 2011 UK average of 2.4 people per household (Gypsy and Traveller households tend to be larger than the settled community).

Residency characteristics

- 5.5 Households residing on each of the two sites were related to one another. 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 both of the sites. Household size on each pitch varied between 1 person and 5 persons. In relation to age, these ranged from a child aged under 1 year to a retired couple.
- 5.6 Both sites are privately owned and occupied by extended family members of the respective site owners. Reflecting longevity of tenure, most of the households had lived on their respective pitches for more than 5 years. In some cases, some residents were born on their respective site. The commitment of families to remaining on existing sites is reflected in the fact that they wanted to stay living together on their respective site and none of them intend to move in the future.
- 5.7 In terms of spatial provision, both sites provide sufficient space to meet current accommodation need. One site also has sufficient space to accommodate future need as the children grow older and require separate pitches. The larger of the two sites also has sufficient space to accommodate horses and other animals and pets.

Satisfaction

- 5.8 Households on both sites were very satisfied with the condition and location of respective sites. They spoke about feeling part of the local community. They stated that it is important to reside on small family sites with sufficient space and good facilities. Owning the land they reside on with family close by is important to the households. The sites they occupy have good access to local services including education, health and retail facilities.

²⁵ See ONS 2011 Census Table KS201EW Ethnic Group located at: <http://www.ons.gov.uk/>

Education and employment

- 5.9 Education was regarded as an important element of life for the families. They spoke of how this was becoming more important amongst Gypsy and Traveller communities, including learning to read and write, and gaining skills and qualifications. They also spoke of the importance of every generation learning the culture and skills linked to way of life, and the importance of keeping their culture whilst at the same time gaining a good education.
- 5.10 Employment was also regarded as important. They spoke of how Gypsies and Travellers, travel if they are unable to gain sufficient employment locally. Households residing on the two sites were primarily self-employed with some occupants employed locally, unemployed, or retired.

Travelling

- 5.11 Households on both sites stated that they regularly travel, mainly for cultural and social reasons. Some households also travel for work purposes including the buying and selling of horses, building and construction work, and garden and maintenance work. One spoke about how Gypsies and Travellers do not travel as much as they used to. This is because they may be employed locally, and children may attend local schools. Households suggested that it can be difficult to travel due to limited stopping places, being moved on, and the increasing costs of travelling.

Accommodation need

- 5.12 There is no additional accommodation need deriving from households currently residing on the two privately owned sites for years 1-5, although there are two teenage children residing on one site who may require separate accommodation in years 6-10. The site has sufficient space to accommodate at least two future pitches.
- 5.13 However, there is estimated accommodation need deriving from households residing in bricks and mortar accommodation consisting of: 4 pitches ('ethnic' definition); 2 pitches ('PPTS 2015' definition; or 1 pitch ('work' definition) (see Step 15 below).

Requirement for residential pitches 2020-2025²⁶

- 5.14 The need for residential pitches in Rotherham is assessed according to a 15-step process, based on the model suggested in DCLG (2007) guidance and supplemented by data derived from the consultation. The results of this are shown in Table 5.1 below, while the subsequent section contains explanations of the sourcing and calculation of figures for each step. It is

²⁶ Please note that due to rounding column totals may differ slightly from row totals

important to note that the figures shown in Table 5.1 includes all accommodation need as of 2020, including any which may have been identified by previous GTAA's but remained unfulfilled by September 2020.

- 5.15 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 based on the 'travel to work interpretation). This was determined firstly by estimating the number of houses occupied by Gypsies and Travellers (see 'Step 15' below).
- 5.16 Please note that the 'Annualised Additional Pitch Requirement' figure at the bottom of Table 5.1 is the 5-year accommodation needs figure divided by 5 (rounded). It is not used to determine current or future needs figures. However, it can be used to help determine whether, on an annual basis, progress is being made in terms of meeting accommodation need.

Table 5.1 Estimate of the need for permanent residential site pitches 2020-2025

	Ethnic	PPTS	Work
1) Current occupied permanent residential site pitches	6	6	6
Current residential supply			
2) Number of unused residential pitches available	0	0	0
3) Number of existing pitches expected to become vacant through mortality 2020-2025	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 2020-2025	0	0	0
Total Supply	0	0	0
Current residential need: Pitches			
7) Less plots with temporary planning permission	0	0	0
8) Family units (on pitches) seeking residential pitches in the area, 2020-2025, 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	0	0	0
Total Need	0	0	0
Current residential need: Housing			
15) Family units in housing but with a psychological aversion to housed accommodation	5	2	1
Total Need	5	2	1
Balance of Need and Supply			
Total Additional Pitch Requirement	5	2	1
Annualised Additional Pitch Requirement	1	0	0

Source: GTAA 2020

Requirement for residential pitches 2020-2025: steps of the calculation

5.17 The calculations depend on base information derived from the GTAA using data corroborated by local authorities in the Borough. The key variables used to inform the calculations include:

- The number of Gypsies and Travellers housed in bricks and mortar accommodation
- The number of existing Gypsy and Traveller pitches
- The number of families residing on unauthorised encampments requiring accommodation (and surveyed during the survey period)
- The number of unauthorised developments (during the survey period)
- The number of temporary pitches
- The number of vacant pitches
- The number of planned or potential new pitches
- The number of transit pitches

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

Supply of pitches 2020-2025

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

Step 1: Current occupied permanent site pitches

5.20 Based on information provided by the Council and corroborated by information from site consultation. There are currently 6 occupied authorised Gypsy and Traveller pitches in Rotherham.

Step 2: Number of unused residential pitches available

5.21 According to the consultation data there are currently 0 vacant pitches.

Step 3: Number of existing pitches expected to become vacant 2020-2025

5.22 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.²⁷

²⁷ 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 4: Number of family units in site accommodation expressing a desire to leave the Borough

- 5.23 This was determined by consultation data. It was assumed, given that development of sites is likely to occur in the areas surrounding the Borough as well as in the planning area itself (which in the case of this GTAA is the same geographical area), that those currently living on sites expecting to leave the area permanently in the next five years – out of choice (step 4) or due to overcrowding (step 12) – would generally be able to do so. Given the low level of interest of surveyed households leaving the Borough, this resulted in the supply of 0 pitches.

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

- 5.24 This was determined by consultation data. It was assumed that all those currently living on sites planning to move into housing in the next five years (step 5), or preferring to move into housing from an overcrowded pitch (step 11), would be able to do so. A supply of 0 pitches in the Borough is expected from this source, excluding those moving out of the Borough, since these are already counted in step 4.

Step 6: Residential pitches planned to be built or brought back into use, 2020-2025

- 5.25 This is determined by local authority data and from an assessment of sites during visits. There are 0 pitches in the Borough that are expected to be built or brought back into use in the Borough during the period 2020-2025. These 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 now vacant and in need of redevelopment.

Need for pitches 2020-2025

- 5.26 This needs assessment provides three accommodation needs figures: first, based on ethnic identity ('Ethnic' column); second, based on PPTS 2015 ('PPTS' column); and third, based on the 'travel to work' interpretation of PPTS 2015.

Step 7: Pitches with temporary planning permission

- 5.27 This is determined by local authority data. It is assumed families living on pitches whose planning permission expires within the period 2020-2025 will still require accommodation within the Borough. There are currently 0 pitches with temporary planning permission located in the Borough.

Step 8: Family units on pitches seeking residential pitches in the Borough 2020-2025

- 5.28 This was determined by consultation 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.
- 5.29 This category of need overlaps with those moving due to overcrowding, counted in step 11, and so any family units which both are overcrowded and seeking accommodation are deducted from this total. This generates a total need of 0 pitches in the Borough.

Step 9: Family units on transit pitches seeking residential pitches in the Borough 2020-2025

- 5.30 This was determined by consultation data. These family units reported that they required permanent pitches within the Borough in the next five years. This generates a total need of 0 pitches as there is no transit site in the Borough.

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

- 5.31 Guidance (DCLG 2007) indicates that it should be considered whether alternative accommodation is required for families living on unauthorised encampments. Using consultation data, it has been calculated how many families on unauthorised encampments want residential pitches in the Borough. Please note that only Gypsies and Travellers requiring permanent accommodation within the Borough have been included in this calculation – transiting Gypsies and Travellers are included in separate calculations. There were 0 households residing on unauthorised encampments across the authority interviewed during the consultation period, resulting in 0 accommodation need.

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

- 5.32 This was determined by consultation data. The guidance also indicates that the accommodation needs of families living on unauthorised developments for which planning permission is not expected must be considered. Regularising families living on their land without planning permission would reduce the overall level of need by the number of pitches given planning permission. There is a need of 0 pitches deriving from unauthorised developments in the Borough.

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

- 5.33 This was determined by consultation data. Households which also contain a newly formed family unit that has not yet left are excluded. This is because it is assumed that once the extra family unit leaves (included in the need figures in step 13) their accommodation will no longer be overcrowded. The calculations suggest that there is a need for 0 additional pitches in the Borough to resolve overcrowding over the period 2020-2025 ('ethnic definition'), 0 pitches ('PPTS' definition), and 0 ('travel to work' definition).

Step 13: New family units expected to arrive from elsewhere

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

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

- 5.35 This was determined by consultation data. The number of individuals needing to leave pitches to create new family units was estimated from consultation data. Allowing for those planning to leave the area, and for estimated rates of marriages to both Gypsies and Travellers and non-Gypsies and Travellers, it is estimated that this will result in the formation of no newly forming households requiring residential pitches over the period 2020-2025.

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

- 5.36 This was determined firstly by estimating the number of houses occupied by Gypsies and Travellers. Work undertaken by Shelter (2005) estimates that between one-half to two-thirds of the Gypsy and Traveller population are currently in bricks and mortar accommodation. From previous GTAA's undertaken by *RRR Consultancy Ltd* it is estimated that a minimum of 10% of Gypsies and Travellers residing in bricks and mortar accommodation experience psychological aversion and require accommodating on sites. Given that there are 6 occupied, permanent authorised pitches within the Borough, and that other data confirms that there are 51 households in the Rotherham area (see Chapter 3), leads to an estimated need of 5 pitches deriving from psychological aversion ('ethnic definition'), 2 pitches ('PPTS' definition), and 1 pitch ('work' definition). This is based on 51 households recorded by the 2011 Census less 6 household residing on the 6 pitches = 45 households. 10% of 45 = 4.5. Based on consultation with stakeholders and the Gypsies and Travellers in the local area, half of households are likely to travel of which half are likely to travel for work purposes.

Balance of Need and Supply

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

Table 5.2: Summary of Gypsy and Traveller pitch needs 2020-25

	Ethnic	PPTS	Work
Supply	0	0	0
Need	5	2	1
Difference	5	2	1

Source: GTAA 2020

Requirement for residential pitches 2025-2040

- 5.38 Considering future need it assumed that those families with psychological aversion to living in brick and mortar will move onto sites within a 5-year period. As such, only natural population increase, mortality, and movement into and out of the Borough 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 5.3 below. Please note that the 2020 base figures include both authorised occupied and vacant pitches, whilst the 2025 base figures assume that any potential pitches have been developed.

Table 5.3 Base figures for pitches as at 2025 assuming all need is met for 2020-2025

	2020 Base	Vacant	Potentials 2020-25	Need 2020-25	2025 Base
Ethnic	6	0	0	5	11
PPTS	6	0	0	2	8
Work	6	0	0	1	7

Source: GTAA 2020

- 5.39 In March 2014 Brandon Lewis (Parliamentary Under Secretary of State within the Department for Communities and Local Government) confirmed that the 3% household growth rate does not represent national planning policy. Alternatively, it is suggested that an annual household growth rate of between 1.5% to 2.5% is more appropriate.
- 5.40 In relation to this accommodation assessment, analysis of the current population indicates that an annual household growth rate of 2.23 % per annum equating to a 5-year rate of 11.6% (compound) is more appropriate. This is based on an analysis of various factors derived from the consultation 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 2030-2040.
- 5.41 The following tables show the accommodation need for the periods 2025-2030, 2030-2035, and 2035 - 2040²⁸.

²⁸ Please note that in order to accord with the Council's Local Plan the 2029-2035 period of accommodation need is 6 years. The accommodation needs figures have been adjusted accordingly.

Table 5.4 Estimate of the need for residential pitches 2025-2030			
<i>Pitches as at 2025-2030</i>			
	Ethnic	PPTS	Work
1) Estimated pitches occupied by Gypsies and Travellers	11	8	7
<i>Supply of pitches</i>			
2) Pitches expected to become vacant due to mortality 2025-2030	0	0	0
3) Number of family units on pitches expected to move out of the Borough	0	0	0
Total Supply	0	0	0
<i>Need for pitches</i>			
4) Family units moving into the Borough (100% of outflow)	0	0	0
5) Newly forming family units	1	1	1
Total Need	1	1	1
<i>Additional Need</i>			
Total additional pitch requirement, 2025-2030	1	1	1
Annualised additional pitch requirement	0.2	0.2	0.2

Source: GTAA 2020

Table 5.5 Estimate of the need for residential pitches 2030-2035			
<i>Pitches as at 2030-2035</i>			
	Ethnic	PPTS	Work
1) Estimated pitches occupied by Gypsies and Travellers	12	9	8
<i>Supply of pitches</i>			
2) Pitches expected to become vacant due to mortality 2030-2035	0	0	0
3) Number of family units on pitches expected to move out of the Borough	0	0	0
Total Supply	0	0	0
<i>Need for pitches</i>			
4) Family units moving into the Borough (100% of outflow)	0	0	0
5) Newly forming family units	1	1	1
Total Need	1	1	1
<i>Additional Need</i>			
Total additional pitch requirement, 2030-2035	1	1	1
Annualised additional pitch requirement	0.2	0.2	0.2

Source: GTAA 2020

Table 5.6 Estimate of the need for residential pitches 2035-2040

<i>Pitches as at 2035-2040</i>			
	Ethnic	PPTS	Work
1) Estimated pitches occupied by Gypsies and Travellers	13	10	9
<i>Supply of pitches</i>			
2) Pitches expected to become vacant due to mortality 2030-2035	0	0	0
3) Number of family units on pitches expected to move out of the Borough	0	0	0
Total Supply	0	0	0
<i>Need for pitches</i>			
4) Family units moving into the Borough (100% of outflow)	0	0	0
5) Newly forming family units	1	1	1
Total Need	1	1	1
<i>Additional Need</i>			
Total additional pitch requirement, 2030-2035	1	1	1
Annualised additional pitch requirement	0.2	0.2	0.2

Source: GTAA 2020

Requirements for transit pitches / negotiated stopping arrangements: 2020-2040

- 5.42 The local authority recorded no instances of unauthorised encampments occurring within the Borough during the previous 3 years. As such, it is recommended that the Council considers setting up a negotiated stopping places policy. The term 'negotiated stopping' is used to describe agreed short-term provision for Gypsy and Traveller caravans. It does not describe permanent 'built' transit sites but negotiated arrangements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period, with the provision of limited services such as water, waste disposal and toilets. The arrangement is between the local authority and the (temporary) residents.
- 5.43 Agreements could be made with households residing on sites allowing visiting family and friends to stay for agreed periods of time. This could lead to fewer unauthorised encampments which adversely impact on the local community.

Summary

- 5.44 This chapter has provided both quantitative and qualitative data regarding key characteristics of respondent households residing on Gypsy and Traveller sites. The consultation recorded 8 households residing on 6 authorised pitches located on 2 sites. Most households had resided on their respective site for more than 5 years. Accommodation need resulting from the calculations in the tables above are as follows:

Table 5.7: Summary of Gypsy and Traveller pitch needs 2020-40

Period	2020-2025	2025-30	2030-2035	2035-2040	Total
Ethnic	5	1	1	1	8
PPTS	2	1	1	1	5
Work	1	1	1	1	4

Source: GTAA 2020

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 (CLG 2012) indicates that local authorities should consider the accommodation needs of Travelling Showpeople families. Given the presence of Travelling Showpeople in the Borough 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. There are 2 authorised Showpeople yards within the authority.
- 6.2 The consultation included questions regarding issues such as: family composition (per plot), accommodation and facilities, the condition, ownership, management and suitability of current yards and plots (including facilities and services), occupancy of existing plots (including number of and reasons for vacant and /or undeveloped plots and future plans for said plots) travelling patterns, health, education and employment, and accommodation needs.

Population Characteristics

- 6.3 The consultation identified 30 Showpeople residing on permanent plots. 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 consultation period (September / October 2020), there were 9 Travelling Showpeople households residing on 8 plots on 2 authorised yards. There is planning permission for 10 plots, but 1 plot is used for storage and 3 plots have been converted into 2 plots due to the need for additional space for storage and accommodation by the occupants of the plots. This means that only 8 of the 10 plots are available for accommodation.

Residency characteristics

- 6.4 All households residing on the 2 yards are related to one another. Most households have lived on their respective site since it was first developed and in some cases were born on the yard. There are three generations of the same family residing on one yard.
- 6.5 Household size on each plot varied between 2 persons and 8 persons. The age of individuals from a child aged under 1 year to retirement age.
- 6.6 Both yards are privately owned and mainly occupied by extended family members of the respective site owners. Reflecting longevity of tenure, most of the households had lived on their respective pitches for more than 5 years. In some cases, some residents were born on

their respective yard. The commitment of families to remaining on existing sites is reflected in the fact that they wanted to stay living together on their respective site and none of them intend to move in the future.

Satisfaction

- 6.7 Households on both yards were primarily satisfied with respective yards and locations. They spoke of being part of the local community. They also spoke of the importance of family living together and space for them to live together and space for their work equipment and space to maintain the rides and vehicles. The respective yards provide them with good access to other provisions and services (including education, health and retail facilities). However, the households spoke of an urgent need for additional space in which to store and maintain equipment. One household stated that they have an opportunity to purchase land neighbouring the yard which could address their accommodation need.

Education and employment

- 6.8 Education was regarded as an important element of life for the families. They spoke of how this was always important amongst Showpeople communities. They also spoke of the importance of managing a good balance between their children gaining a good education and learning the culture and tradition of the families.
- 6.9 Employment was also regarded as important. Households on the two yards are mainly self-employed Showpeople with a few individuals undertaking different types of work locally. Covid-19 restrictions have meant that some households have been unable to work or unable to receive financial support. This has resulted in some Showpeople seeking alternative work on a temporary basis.

Travelling

- 6.10 Households residing on both yards travel mainly for work reasons. One stated that they are less likely to travel as they mainly work at local events and venues.

Accommodation need

- 6.11 When the yards were initially developed there was sufficient space for both accommodation and equipment. However, an increasing number of people occupying the yards and larger equipment means that neither yard is large enough for either accommodation or storage. There is overcrowding on one plot which currently accommodates three generations. Some plots contain adult children requiring separate plots. This leads to an accommodation need of 6 additional plots.

Requirement for residential plots 2020-2025²⁹

- 6.12 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 consultation. 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.
- 6.13 Please note that the 'Annualised Additional Pitch Requirement' figure at the bottom of Table 6.1 is the 5-year accommodation needs figure divided by 5 (rounded). It is not used to determine current or future needs figures. However, it can be used to help determine whether, on an annual basis, progress is being made in terms of meeting accommodation need.

Table 6.1 Estimate of the need for permanent residential plots 2020-2025

1) Current occupied permanent residential site plots	8
<i>Current residential supply</i>	
2) Number of unused residential plots available	0
3) Number of existing plots expected to become vacant through mortality 2020-2025	0
4) Net number of family units on sites expected to leave the Borough 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 2020-2025	0
Total Supply	0
<i>Current residential need: Plots</i>	
7) Less plots with temporary planning permission	0
8) Family units (on plots) seeking residential plots in the area, 2020-2025, excluding those counted as moving due to overcrowding in step 11	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	1
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	5
Total Need	6
<i>Balance of Need and Supply</i>	
Total Additional Plot Requirement	6
Annualised Additional Plot Requirement	1

Source: GTAA 2020

NB: There is planning permission for a further two plots on one of the yards. One plot is currently used for storage and another plot split between two existing plots (also being used for storage purposes). Bringing these two plots back into use for accommodation would reduce the accommodation need by two plots. However, this is unlikely to take place unless storage space could be found elsewhere.

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

Requirement for residential plots 2020-2025: steps of the calculation

6.14 The calculations depend on base information derived from the GTAA using data corroborated by local authorities in the Borough. The key variables used to inform the calculations include:

- 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

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

Supply of plots 2020-2025

6.16 Supply (steps 1 to 7) steps are the same irrespective of the definition used.

Step 1: Current occupied permanent site plots

6.17 Based on information provided by the Council and corroborated by information from plot consultation. There are currently 2 yards with 8 permanently occupied authorised plots.

Step 2: Number of unused residential plots available

6.18 According to the consultation data there are currently 0 vacant plots.

Step 3: Number of existing plots expected to become vacant 2020-2025

6.19 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 the communities suggesting a life expectancy approximately 10 years lower than that of the general population. As such, any plots becoming vacant due to mortality are unlikely to do so in first five years.

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

6.20 This was determined by consultation data. It was assumed, given that development of plots is likely to occur in the areas surrounding the Boroughs as well as in the planning area itself

(which in the case of this GTAA is the same geographical area), that those currently living on 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 the low level of interest in leaving the Borough, this resulted in the supply of 0 plots.

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

6.21 This was determined by consultation 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 11), would be able to do so.

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

Step 6: Residential plots planned to be built or brought back into use, 2020-2025

6.23 This is determined by local authority data and from an assessment of sites during visits. There are 0 plots in the Borough that are expected to be built or brought back into use in the Borough during the period 2020-2025. This can include plots which have been partly developed or which were previously occupied but are now vacant and in need of redevelopment.

Need for plots 2020-2025

Step 7: Plots with temporary planning permission

6.24 This is determined by local authority data. It is assumed families living on plots whose planning permission expires within the period 2020-2025 will still require accommodation within the Borough. There are currently 0 plots with temporary planning permission located in the area.

Step 8: Family units on plots seeking residential plots in the Borough 2020-2025

6.25 This was determined by consultation 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.

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

Step 9: Family units on transit plots seeking residential plots in the Borough 2020-2025

- 6.27 This was determined by consultation data. These family units reported that they required permanent plots within the Borough in the next five years. This generates a total need of 0 plots as there is no transit yard in the Borough.

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

- 6.28 Guidance (DCLG 2007) indicates that it should be considered whether alternative accommodation is required for families living on unauthorised encampments. Using consultation data, it has been calculated how many families on unauthorised encampments want residential plots in the Borough. Please note that only those requiring permanent accommodation within the Borough have been included in this calculation – transiting households are included in separate calculations. There were 0 households residing on unauthorised encampments were interviewed during the consultation period, so there is a need of 0 arising from this source.

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

- 6.29 This was determined by consultation data. The guidance also indicates that the accommodation needs of families living on unauthorised developments for which planning permission is not expected must be considered. Regularising families living on their land without planning permission would reduce the overall level of need by the number of plots given planning permission. There is a need of 0 plots deriving from unauthorised developments in the Borough.

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

- 6.30 This was determined by consultation data. Households which also contain a newly formed family unit that has not yet left are excluded. This is because it is assumed that once the extra family unit leaves (included in the need figures in step 13) their accommodation will no longer be overcrowded. The calculations suggest that there is a need for 1 additional plot in the Borough to resolve overcrowding over the period 2020-2025.

Step 13: New family units expected to arrive from elsewhere

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

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

- 6.32 This was determined by consultation data. The number of individuals needing to leave plots to create new family units was estimated from consultation data. Allowing for those planning to leave the area, and for estimated rates of marriages to both Gypsies and Travellers and non-Gypsies and Travellers, it is estimated that this will result in the formation of 5 new households requiring residential plots during the 2020-2025 period in the Borough.

Balance of Need and Supply

- 6.33 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 2020-25

Supply	0
Need	6
Difference	6

Source: GTAA 2020

Requirement for residential plots 2025-2040

- 6.34 Considering future need it assumed that those families with psychological aversion will move onto sites within a 5-year period. As such, only natural population increase, mortality, and movement into and out of the Borough 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 2020 base figures include both authorised occupied and vacant plots, whilst the 2025 base figures assume that any potential plots have been developed.
- 6.35 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.
- 6.36 In relation to this accommodation assessment, analysis of the current population indicates that an annual household growth rate of 3.27% per annum equating to a 5-year rate of 17.5% (compound) is more appropriate. This is based on an analysis of various factors derived from the consultation 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 2030-2040.
- 6.37 The following tables show the accommodation need for the periods 2025-2030, 2030-2035 and 2035-2040.

Table 6.3 Estimate of the need for residential plots 2025-2030	
<i>Plots as at 2025-2030</i>	
1) Estimated plots occupied by Travelling Showpeople	14
<i>Supply of plots</i>	
2) Plots expected to become vacant due to mortality 2025-2030	0
3) Number of family units on plots expected to move out of the Borough	0
Total Supply	0
<i>Need for plots</i>	
4) Family units moving into the Borough (100% of outflow)	0
5) Newly forming family units	2
Total Need	2
<i>Additional Need</i>	
Total additional plot requirement, 2025-2030	2
Annualised additional plot requirement	0.4

Source: GTAA 2020

Table 6.4 Estimate of the need for residential plots 2030-2035	
<i>Plots as at 2030-2035</i>	
1) Estimated plots occupied by Travelling Showpeople	16
<i>Supply of plots</i>	
2) Plots expected to become vacant due to mortality 2030-2035	0
3) Number of family units on plots expected to move out of the Borough	0
Total Supply	0
<i>Need for plots</i>	
4) Family units moving into the Borough (100% of outflow)	0
5) Newly forming family units	2
Total Need	0
<i>Additional Need</i>	
Total additional plot requirement, 2030-2035	2
Annualised additional plot requirement	0.4

Source: GTAA 2020

Table 6.5 Estimate of the need for residential plots 2035-2040	
<i>Plots as at 2035-2040</i>	
1) Estimated plots occupied by Travelling Showpeople	18
<i>Supply of plots</i>	
2) Plots expected to become vacant due to mortality 2035-2040	0
3) Number of family units on plots expected to move out of the Borough	0
Total Supply	0
<i>Need for plots</i>	
4) Family units moving into the Borough (100% of outflow)	0
5) Newly forming family units	2
Total Need	2
<i>Additional Need</i>	
Total additional plot requirement, 2035-2040	2
Annualised additional plot requirement	0.4

Source: GTAA 2020

Requirements for transit plots / negotiated stopping arrangements: 2020-2040

- 6.38 There is no evidence of Travelling Showpeople residing on unauthorised encampments within the Borough. However, given that friends and relatives of the current Travelling Showpeople families, as well as occasional Travelling Showpeople households, are travelling through the Borough, it is recommended that the Council considers setting up a negotiated stopping places policy. The term 'negotiated stopping' is used to describe agreed short-term provision for Gypsy and Traveller caravans. It does not describe permanent 'built' transit sites but negotiated arrangements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period, with the provision of limited services such as water, waste disposal and toilets. The arrangement is between the local authority and the (temporary) residents.
- 6.39 Agreements could be made with households residing on sites allowing visiting family and friends to stay for agreed periods of time. This could lead to fewer unauthorised encampments which adversely impact on the local community.

Summary

- 6.40 This chapter has provided both quantitative and qualitative data regarding key characteristics of respondent households residing on Travelling Showpeople plots. The consultation recorded 8 permanent households. All 6 permanent Travelling Showpeople households had resided on the yard for more than 5 years.
- 6.41 Accommodation need resulting from the calculations in the tables above are as follows:

Table 6.6 Estimate of the need for residential plots 2020-2040				
2020-2025	2025-30	2030-2035	2035-2040	Total
6	2	2	2	12

Source: GTAA 2020

7. Boat Dwellers Consultation

Introduction

- 7.1 As described in Chapter 1, this GTAA considers the accommodation needs of boat dwellers. Unlike Gypsies and Travellers, boat dwellers are not considered to be an ethnic minority and, as such, are not protected by the Equality Act 2010. Nonetheless, government guidance (DCLG 2016) indicates that local authorities should consider the accommodation needs of boat dweller families. Given the presence of boat dwellers in the Borough they have been included in this report.
- 7.2 Due to Covid-19 restrictions, the data gathered for the assessment of accommodation need was based on consultation with key stakeholders including local authority officers, representatives from the National Bargee Traveller Association (NBTA), representatives from the Canal and River Trust (CRT), and representatives of the local boat yards and marinas. The consultation determined: the number of authorised and unauthorised permanent and transient moorings; the number of occupied and vacant moorings; the characteristics of the boat dwellers; and the need for permanent and transit moorings.
- 7.3 There are 2 private boat yards / marinas, and 1 managed by the Canal and River Trust (CRT), as well as spaces for short-term moorings (also managed by the CRT). The boat yards / marinas are primarily for leisure cruisers, with space for storage and maintenance of boats, with 10 registered moorings allocated to permanent moorings (live-aboard).

Population Characteristics

- 7.4 During the consultation period (September and October 2020), there were 10 residential households residing on 10 registered permanent moorings. There were also 10 households residing on unauthorised moorings. The household size on each mooring varied between 1 person and 2 persons with most boats occupied by a single person.
- 7.5 The age of boat dwellers residing on permanent moorings ranged from early twenties to retirement age. Approximately half of the leisure cruisers were being occupied on a regular basis. An unconfirmed number of boats are used as accommodation during the week by people working in the local area. The remaining boats residing on local marinas are used for leisure purposes by households with permanent accommodation elsewhere.

Residency characteristics

- 7.6 Boat dwellers derive from a broad range of social backgrounds with a wide range of professions, skills and interests. Some boat dwellers permanently live and work within the local area, particularly those residing on permanent moorings and constant cruisers. Some

boat dwellers have permanent residency elsewhere but work in the area and reside on a boat only during the working week. Similarly, some boat dwellers only access boats in the area for leisure purposes at weekends or during holidays.

- 7.7 A number of boat dwellers are retired whilst some are unemployed. A small number of local boat dwellers have special needs including substance misuse issues, and / or experience mental health issues. There are also boat dwellers who previously resided a house but are separated from partners and reside on boats due to a lack of alternative or affordable accommodation. This enables them continued access to their children and employment.
- 7.8 Some boat dwellers are in need of permanent moorings, whilst others prefer to reside around the waterways with no permanent base. The latter are referred to as 'constant cruisers' and include a wide range of people including professionals who work locally, people who adhere to an alternative lifestyle philosophy, and people who for varying reasons would prefer to not to be registered as part of civic society.

Accommodation need

- 7.9 Whilst many boat dwellers permanently reside on boats due to a desire to live an alternative lifestyle, some were regarded to be doing so due to a lack of affordable accommodation. The cost of buying or renting housing in the local area was regarded by stakeholders as leading to boat dwelling as an affordable alternative. It was also suggested that there is a lack of available and affordable moorings on the local waterways and a lack of suitable locations for further moorings. There is a lack of areas that are safe for moorings to be located, due to unsuitable locations with appropriate banksides to develop moorings and safe waterway locations. Also, mooring locations were regarded as being restricted by land ownership and places not being made available for moorings to be developed.
- 7.10 Stakeholders stated that there is a need for more moorings in the area, although locations for potential developments are limited due to the reasons outline above. Stakeholders highlighted the importance of the local authority working closely with the Canal and River Trust (CRT), and organisations such as the National Bargee Traveller Association (NBTA) in addressing accommodation need. This is particularly important in relation to the CRT who are aiming to develop further permanent moorings, and transit moorings where boats can moor for short periods of time, in the local area.

Requirement for residential moorings 2020-2025³⁰

- 7.11 The need for residential moorings 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

³⁰ Please note that due to rounding column totals may differ slightly from row totals

from the consultation. The results of this are shown in Table 7.1 below, while the subsequent section contains explanations of the sourcing and calculation of figures for each step.

- 7.12 Please note that the 'Annualised Additional Pitch Requirement' figure at the bottom of Table 1.1 is the 5-year accommodation needs figure divided by 5 (rounded). It is not used to determine current or future needs figures. However, it can be used to help determine whether, on an annual basis, progress is being made in terms of meeting accommodation need.

Table 7.1 Estimate of the need for permanent residential moorings 2020-2025	
1) Current occupied permanent residential moorings	10
<i>Current residential supply</i>	
2) Number of unused residential moorings available	0
3) Number of existing moorings expected to become vacant through mortality 2020-2025	0
4) Net number of family units on sites expected to leave the Borough in next 5 years	0
5) Number of family units on sites expected to move into housing in next 5 years	0
6) Residential moorings planned to be built or to be brought back into use 2020-2025	0
Total Supply	0
<i>Current residential need</i>	
7) Less moorings with temporary planning permission	0
8) Family units (on moorings) seeking residential moorings in the area, 2020-2025, excluding those counted as moving due to overcrowding in step 11	0
9) Family units on transit moorings requiring residential moorings in the area	0
10) Family units on unauthorised moorings requiring residential moorings in the area	10
11) Family units on unauthorised developments requiring residential moorings in the area	0
12) Family units currently overcrowded (or hidden family members) on moorings seeking residential moorings in the area, excluding those containing an emerging family unit in step 8	0
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	0
Total Need	10
<i>Balance of Need and Supply</i>	
Total Additional moorings Requirement	10
Annualised Additional moorings Requirement	2

Source: GTAA 2020

Requirement for residential moorings 2020-2025: steps of the calculation

- 7.13 The calculations depend on base information derived from the GTAA using data corroborated by local authorities in the Borough. The key variables used to inform the calculations include:

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

- 7.14 The remainder of this chapter describes both the process and results of the boat dwellers needs calculations.

Supply of moorings 2020-2025

Step 1: Current occupied permanent site moorings

- 7.15 Based on information provided by the Council and corroborated by information from mooring consultation. There are currently 10 permanently occupied authorised moorings.

Step 2: Number of unused residential moorings available

- 7.16 According to the consultation data there are currently 0 vacant moorings.

Step 3: Number of existing moorings expected to become vacant 2020-2025

- 7.17 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 the communities suggesting a life expectancy approximately 10 years lower than that of the general population.

Step 4: Number of family units in mooring accommodation expressing a desire to leave the Borough

- 7.18 This was determined by consultation data. It was assumed, given that development of moorings is likely to occur in the areas surrounding the Boroughs as well as in the planning area itself (which in the case of this GTAA is the same geographical area), that those currently living on moorings expecting to leave the area permanently in the next five years – out of choice (step 4) or due to overcrowding (step 12) – would generally be able to do so. Given the low level of interest in leaving the Borough, this resulted in the supply of 0 moorings.

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

- 7.19 This was determined by consultation data. It was assumed that all those currently living on moorings planning to move into housing in the next five years (step 5), or preferring to move into housing from an overcrowded mooring (step 11), would be able to do so.
- 7.20 A supply of 0 moorings in the Borough were expected from this source, excluding those moving out of the Borough, since these are already counted in step 4.

Step 6: Residential moorings planned to be built or brought back into use, 2020-2025

- 7.21 This is determined by local authority data and from an assessment of sites during visits. There are no moorings (with planning permission) in the Borough that are expected to be built or brought back into use in the Borough during the period 2020-2025. This can include moorings which have been partly developed or which were previously occupied but are now vacant and in need of redevelopment.

Need for moorings 2020-2025

Step 7: Moorings with temporary planning permission

- 7.22 This is determined by local authority data. It is assumed families living on moorings whose planning permission expires within the period 2020-2025 will still require accommodation within the Borough. There are currently 0 moorings with temporary planning permission located in the area.

Step 8: Family units on moorings seeking residential moorings in the Borough 2020-2025

- 7.23 This was determined by consultation 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 mooring, or that they were currently seeking accommodation.
- 7.24 This category of need overlaps with those moving due to overcrowding, counted in step 11, and so any family units which both are overcrowded and seeking accommodation are deducted from this total. This generates a total need of 0 moorings in the Borough.

Step 9: Family units on transit moorings seeking residential moorings in the Borough 2020-2025

- 7.25 This was determined by consultation data. These family units reported that they required permanent moorings within the Borough in the next five years. This generates a total need of 0 moorings as there are no known transit moorings in the Borough.

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

- 7.26 Guidance (DCLG 2007) indicates that it should be considered whether alternative accommodation is required for families living on unauthorised moorings. Using consultation data, it has been calculated how many households on unauthorised moorings need residential moorings in the Borough. Please note that only those requiring permanent accommodation within the Borough have been included in this calculation – transiting households are included in separate calculations. There is a need of 10 moorings deriving from unauthorised moorings in the Borough.

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

- 7.27 This was determined by consultation data. The guidance also indicates that the accommodation needs of families living on unauthorised developments for which planning permission is not expected must be considered. Regularising households living on their land without planning permission would reduce the overall level of need by the number of moorings given planning permission. There is a need of 0 moorings deriving from unauthorised developments in the Borough.

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

- 7.28 This was determined by consultation data. Households which also contain a newly formed family unit that has not yet left are excluded. This is because it is assumed that once the extra family unit leaves (included in the need figures in step 13) their accommodation will no longer be overcrowded. The calculations suggest that there is a need for 0 additional moorings in the Borough to resolve overcrowding over the period 2020-2025.

Step 13: New family units expected to arrive from elsewhere

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

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

- 7.30 This was determined by consultation data. The number of individuals needing to leave moorings to create new family units was estimated from consultation data. Allowing for those planning to leave the area, and for estimated rates of marriages to both boat dwellers and non-Gypsies and boat dwellers, it is estimated that this will result in the formation of 0 new households requiring residential moorings during the 2020-2025 period in the Borough.

Balance of Need and Supply

- 7.31 From the above the net additional mooring requirement is calculated by deducting the supply from the need.

Table 7.2: Summary of boat dweller mooring needs 2020-25

Supply	0
Need	10
Difference	10

Source: GTAA 2020

Requirement for residential moorings 2025-2040

7.32 The following tables show the accommodation need for the periods 2025-2030, 2030-2035 and 2035-2040³¹.

Table 7.3 Estimate of the need for residential moorings 2025-2030

<i>Moorings as at 2025-2030</i>	
1) Estimated moorings occupied by permanent moorings	20
<i>Supply</i>	
2) Moorings expected to become vacant due to mortality 2025-2030	0
3) Number of family units expected to move out of the Borough	0
Total Supply	0
<i>Need</i>	
4) Family units moving into the Borough (100% of outflow)	0
5) Newly forming family units	0
Total Need	0
<i>Additional Need</i>	
Total additional requirement, 2025-2030	0
Annualised additional requirement	0

Source: GTAA 2020

³¹ Please note that in order to accord with the Council's Local Plan the 2029-2035 period of accommodation need is 6 years. The accommodation needs figures have been adjusted accordingly.

Table 7.4 Estimate of the need for residential moorings 2030-2035

<i>Moorings as at 2030-2035</i>	
1) Estimated moorings occupied by permanent moorings	20
<i>Supply</i>	
2) Moorings expected to become vacant due to mortality 2030-2035	0
3) Number of family units expected to move out of the Borough	0
Total Supply	0
<i>Need</i>	
4) Family units moving into the Borough (100% of outflow)	0
5) Newly forming family units	0
Total Need	0
<i>Additional Need</i>	
Total additional requirement, 2030-2035	0
Annualised additional requirement	0

Source: GTAA 2020

Table 7.5 Estimate of the need for residential moorings 2035-2040

<i>Moorings as at 2035-2040</i>	
1) Estimated moorings occupied by permanent moorings	20
<i>Supply</i>	
2) Moorings expected to become vacant due to mortality 2035-2040	0
3) Number of family units expected to move out of the Borough	0
Total Supply	0
<i>Need</i>	
4) Family units moving into the Borough (100% of outflow)	0
5) Newly forming family units	0
Total Need	0
<i>Additional Need</i>	
Total additional requirement, 2035-2040	0
Annualised additional requirement	0

Source: GTAA 2020

Requirements for transit moorings: 2020-2040

- 7.33 From this consultation, it is evident that in addition to the need for additional permanent moorings in the area, there is also clear evidence of need for more moorings to assist those who are travelling across the area. Constant cruisers in particular have need for additional and more flexible transient moorings. Some spoke of how the council need to work closely with the Canal and River Trust (CRT) (who provide such moorings) to ensure that sufficient provisions are made available in the area.

Summary

7.34 This chapter has provided both quantitative and qualitative data regarding key characteristics of respondent households residing on residential moorings. The consultation recorded 10 households residing on permanent moorings and 10 residing on unauthorised moorings.

7.35 Accommodation need resulting from the calculations in the tables above are as follows:

Table 7.6 Estimate of the need for residential moorings 2020-2040				
2020-2025	2025-30	2030-2035	2035-2040	Total
10	0	0	0	10

Source: GTAA 2020

8. Conclusion and Recommendations

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

Policy Changes

- 8.3 In August 2015 the DCLG published 'Planning Policy for Traveller Sites' (including Travelling Showpeople yards). It states that for the purposes of planning policy "gypsies and travellers" means:

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

- 8.4 In determining whether persons are "Gypsies and Travellers" for the purposes of this planning policy, consideration should be given to the following issues amongst other relevant matters:
- a) whether they previously led a nomadic habit of life
 - b) the reasons for ceasing their nomadic habit of life
 - c) whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances.
- 8.5 The accommodation needs calculations undertaken as part of this GTAA were based on analysis of both secondary data and primary consultation with Gypsies, Travellers, Travelling Showpeople, and consultation with key stakeholders, boat yard managers and owners in relation to the accommodation needs of boat dwellers.
- 8.6 In March 2016 the then Department of Communities and Local Government (DCLG) published its draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats. It states that when considering the need for caravans and houseboats local authorities will need to include the needs of a variety of residents in differing circumstances including, for example caravan and houseboat dwelling households and households residing in bricks and mortar dwelling households.

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

Accommodation need

The following outlines the accommodation need for each of the community groups for the Local Plan period of 2020 to 2040.

Gypsies and Travellers

Table 8.1: Summary of Gypsy and Traveller pitch needs 2020-40					
Period	2020-2025	2025-30	2030-2035	2035-2040	Total
Ethnic	5	1	1	1	8
PPTS	2	1	1	1	5
Work	1	1	1	1	4

Source: GTAA 2020

Travelling Showpeople

Table 8.2 Summary of need for residential plots 2020-2040				
2020-2025	2025-30	2030-2035	2035-2040	Total
6	2	2	2	12

Source: GTAA 2020

Boat Dwellers

Table 8.3 Summary of need for residential moorings 2020-2040				
2020-2025	2025-30	2030-2035	2035-2040	Total
10	0	0	0	10

Source: GTAA 2020

The location of new provision

- 8.8 This is a general consensus that smaller sites / yards / moorings are preferred by these community groups due to better management and maintenance of provision and feeling safer. Ongoing monitoring of provision and vacant provisions should be undertaken by the

local authorities alongside discussions with different community groups, to ensure that any additional need that may arise is identified.

- 8.9 Ensuring that new provisions 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 / yards / moorings should also be involved in the consultation. Dependent upon meeting planning criteria and other necessary factors, the local authority has identified land at Kiveton Park that can address the accommodation needs of Gypsies and Travellers or Showpeople. There is also sufficient land space on one of the Gypsy and Traveller sites to address their respective family's needs. In relation to Showpeople, their need could be met through the family purchasing land adjoining their yard and developing additional plots. With regards to boat dwellers, there is the potential for increasing the provisions of permanent moorings on existing yards / marinas. It is important for the local authority to work closely with CRT and NBTA to assist them with the development of new moorings.
- 8.10 In terms of identifying broad locations for new permanent sites, there are a number of factors which could be considered including:

Costs

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

Social

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

Availability

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

Deliverability

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

- Can highways connect to the proposed provision?

8.11 Considering the evidence gathered throughout the GTAA, it is likely that the key factors determining new provision in the Borough are:

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

8.12 It is important that new provisions are located close to amenities such as shops, schools and health facilities or where there are good transport links or within reasonable distance for households to access the necessary facilities and amenities. 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.

8.13 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

8.14 In some instances it may be necessary for the identified need to be met outside of the local authority where it arises, and local planning authorities should work together under the Duty to Co-operate where this is the case.

The size of new provision

- 8.15 DCLG (2008) guidance states that there is no one-size-fits-all measurement of a pitch as, in the case of the settled community, this depends on the size of individual families and their particular needs. However, they do suggest that as a general guide, it is possible to specify that an average family pitch must be capable of accommodating an amenity building, a large trailer and touring caravan, (or two trailers, drying space for clothes, a lockable shed for bicycles, wheelchair storage etc.), parking space for two vehicles and a small garden area.
- 8.16 Based on previous and current DCLG guidance, it can be determined that a pitch of approximately 325 square metres would take into account all minimum separation distance guidance between caravans and pitch boundaries as stipulated in guidance and safety regulations for caravan development. A pitch size of at least 500 square metres (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
- 8.17 If granting permission on an open plan basis, permission should be given on a pitch by pitch equivalent basis to the above. For example, an existing pitch which has enough space to accommodate a chalet structure, 2 touring caravans and 1 – 2 static caravans along with 4 parking spaces, 2 blocks etc., could be counted as 2 pitches even if based on an open plan basis on one structured pitch. However, this would need to be recorded for future monitoring.
- 8.18 In relation to Showpeople, size of new plots need to not only accommodate providing for living space (similar to above), but also space for work equipment. The new plots need to accommodate structures and / or caravans designed for living quarters sufficient to accommodate the household and meet their specific requirements, and space away from the living quarters for storage and maintenance of work equipment and vehicles and domestic vehicles (i.e. family car(s)).
- 8.19 New provision for boat dwellers is needed for both permanent moorings and there needs to be moorings with sufficient space and time allowed to moor for transient use. Both types of moorings need to have access to all the necessary provisions and services, be located in safe locations and with good access by emergency services. It is recommended that the council work closely with representative organisations such as the CRT and NBTA to ensure that any provision meets guidance (e.g. CRT 2017).

Transit provision

- 8.20 In relation to both Gypsy and Travellers and Showpeople, it is recommended that the local authority sets up a negotiated stopping places policy. This is land temporarily used as authorised short-term (less than 28 days) stopping places. 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 agreed location for a few days. Amenities such as portaloos and showers (or access to alternative nearby facilities) and skips or wheelie bins should ideally be made available for the duration of the agreed period³².
- 8.21 Agreements could be made with households residing on sites and allowing visiting family and friends to stay for agreed periods of time. This would lead to fewer unauthorised encampments which adversely impact on the local community.
- 8.22 It is also recommended that the local authority work closely with the local waterway authority (Canal and River Trust) and organisations such as the National Bargee Travellers Association (NBTA) and local organisations and marinas in aiding the provision of transit provision and more temporary moorings for boaters (including boat dwellers).

Summary

- 8.23 There is an overall accommodation need in the local authority area over the period 2020-2040 for 8 additional pitches (ethnic definition), 5 pitches (PPTS 2015 definition), and 4 pitches ('travel to work' definition'). There is also a need for 12 additional Travelling Showpeople plots during the same period and 10 additional permanent moorings. There is also need for (an unknown number) of additional transit moorings for boat dwellers. It is recommended that the council has a corporate policy in place to address negotiated stopping places for small scale transient Gypsy and Traveller encampments, and that it works with neighbouring authorities to determine the location and size of new transit provision.
- 8.24 It is recommended that the Council incorporate both the PPTS and the ethnic calculations into their local plan. The council could work with the PPTS definition for Gypsies and Travellers, with the remaining need from the ethnic definition as a reserve need. This means that the Council would firstly meet the need of 5 (2 within the first five years) as its obligation, but accept the need of a further 3 (3 within the first five years) as potential need in the area, if further applications are brought forward through windfalls. It is important to note that this only refers to Gypsies and Travellers and not Travelling Showpeople or boat dwellers.

³² See <https://www.negotiatedstopping.co.uk/> for further guidance.

8.25 In addition to the above in order to meet the specific accommodation need of the different community groups, the report recommends the following:

- It is recommended that the Council considers how the land identified in the Local Authority Allocations Policy at Kiveton Park can best meet the identified accommodation needs, in relation to Gypsies, Travellers and Showpeople.
- In relation to Gypsies and Travellers it is also recommended that the Council work closely with the families to determine how their accommodation need can best be met.
- Also, for the local authority to provide pre-planning application advice to households who have identified land to help determine if it is suitable to address accommodation need.
- In order to meet the accommodation needs of Showpeople it is also recommended that the Council work closely with yard owners to determine how the proposed land that they have already identified and other potential land could meet their current and future accommodation needs.
- In order to meet the accommodation needs of boat dwellers, it is recommended that the Council work closely with the CRT and NBTA to help identify potential land for development as new moorings. Also, to help determine the suitability of land already identified by the CRT for development as permanent and transit moorings. It is also recommended that the Council contact marina owners to discuss the potential for increasing permanent mooring provision.

S31. As well as quantifying accommodation need, the study also makes recommendations on other key issues including:

Planning policy:

- Implement corporate policy to provide negotiated stopping arrangements to address unauthorised encampments for set periods of time at agreed locations.
- To liaise with owners of the sites and yards to determine how they could expand the number of pitches to meet the family's accommodation needs.
- To consider how the accommodation needs can be met by expanding existing provision and/or providing new sites.
- To consider alternative options for developing new sites, yards and moorings such as sites developed on a cooperative basis, shared ownership, or small sites owned by a local authority, but rented to families for their own use.
- To consider alternative site funding mechanisms such as: site acquisition funds; loans for private site provision through Community Development Financial Institutions; and joint ventures with members of the Gypsy and Traveller community.
- To consider safeguarding Gypsy, Traveller and Travelling Showpeople sites and yards with permanent planning permission for their current use unless it can be demonstrated that they are no longer needed to meet identified need.

- The population size and demographics of the Gypsy, Traveller, Travelling Showpeople and boat dweller communities can change rapidly. As such, their accommodation needs should be reviewed every 5 to 7 years.

Management:

- Housing organisations need to consider the type of housing allocated to Gypsies and Travellers residing in bricks and mortar in order to minimise the psychological aversion and feelings of isolation.
- Develop a holistic vision for their work on Gypsies and Travellers and embed it in Community and Homelessness Strategies, Local Plans and planning and reporting obligations under the Equality Act 2010.
- Provide training and workshop sessions with local authority and service provider employees (and elected members) help them to further understand the key issues facing the Gypsy and Traveller, Travelling Showpeople and Boat dweller communities.
- In liaison with relevant enforcement agencies such as the police to develop a common approach to dealing with unauthorised encampments.
- Encourage local housing authorities to include Gypsy and Traveller categories on ethnic monitoring forms to improve data on population numbers, particularly in housing.
- Better sharing of information between agencies which deal with the Gypsy and Traveller, Travelling Showpeople and boat dweller communities.
- During the ongoing Covid-19 related restrictions placed on the communities, determine help and support the council and other services could provide to the households
- The population size and demographics of the Gypsy, Traveller, Travelling Showpeople and boat dweller communities can change. As such, their accommodation needs should be reviewed every 5 to 7 years.

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Glossary

Amenity block

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

Authorised site

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

Average

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

Bargee Travellers and boat dwellers

As defined by the National Bargee Travellers Association (NBTA):

“Someone who lives aboard a vessel (which may or may not be capable of navigation), that the vessel is used as the main or only residence and where that vessel is either (i) moored in one location for more than 28 days in a year (but may occasionally or periodically leave its mooring); or (ii) has no permanent mooring and navigates in accordance with the statutes appropriate to the navigation such as inter alia s.17(3)(c)(ii) of the British Waterways Act 1995 or s.79 of the Thames Conservancy Act 1932”.

The NBTA also distinguish between 'Bargee Travellers' and 'boat dwellers'. 'Bargee Travellers' are people whose main or only home is a boat without year-round access to a permanent mooring. 'Boat dwellers' are considered by the NBTA to be people whose main or only home is a boat and who have year-round access to a permanent mooring, whether or not that mooring has planning consent for residential use.

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 for example 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 for example 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) containing further advice and guidance are not subject to Examination. Planning applications are determined in relation to an adopted Development Plan which contains documents found to be sound at an External Examination.

Negotiated Stopping

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

Net need

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

New Traveller (formerly 'New Age Traveller')

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

Newly forming families

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

Overcrowding

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

Permanent residential site

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

Pitch

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

Plot

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

Primary data

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

Private rented pitches

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

Psychological aversion

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

Secondary data

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

Settled community

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

Site

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

Socially rented site

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