Stratford-on-Avon District and Warwick District Gypsy, Traveller, Travelling Showpeople and Boat Dwellers Accommodation Assessment

Final Report

August 2024

RRR Consultancy Ltd

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Executive Summary

Introduction

ES1. In 2023 Warwick District Council (WDC) and Stratford-on-Avon District Council (SDC) commissioned RRR Consultancy Ltd to undertake a Gypsy, Traveller, Travelling Showpeople and boat dweller Accommodation Assessment (GTAA) for the period 2024-2050. The GTAA study dates therefore closely align with the intended South Warwickshire Local Plan timeframe of 2025-2050. The findings of this study should be used to assist policy development and planning decision making and supersedes any previous GTAAs (including any accommodation needs calculated prior to this assessment) for the South Warwickshire local planning authorities.

ES2. The requirement to assess the accommodation needs of Gypsies and Travellers, Showpeople, non-Gypsy and Traveller, Gypsy and Traveller, residential caravan dwellers, and boat dwellers is established through national guidance contained in the Department for Communities and Local Government's (DCLG) 'Review of housing needs for caravans and houseboats: draft guidance' (2016) and the Department of Levelling Up, Housing and Communities (DLUHC) 'Planning Policy for Traveller Sites' (2023).

ES3. 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 2024) Department for Levelling Up, Housing and Communities (DLUHC) Traveller Caravan Count to determine trends in the population of Gypsies and Travellers.
- Consultation with key stakeholders providing qualitative data regarding the accommodation needs of Gypsies, Travellers, Showpeople and boat dwellers.
- Consultation with Gypsies and Travellers and Showpeople, covering a range of issues related to accommodation and service needs, including any locational preferences for any identified future provision.

ES4. The above provided an extensive range of quantitative and qualitative data enabling a robust and reliable assessment of accommodation needs.

Policy context

ES5. On 19 December 2023, the government announced changes to Planning Policy for Traveller Sites (PPTS), which had previously been updated in August 2015. In the 2023 update, the government has reverted to the definition of Gypsies and Travellers used in the PPTS as adopted in 2012. This change is in response to a Court of Appeal

judgment in the case of Smith v SSLUHC & Others (October 2022). The government intends to review this area of policy and case law further in 2024. Like the 2015 update, the 2023 version is to be read in conjunction with the National Planning Policy Framework.

ES6. The 2023 PPTS determines the need to assess the accommodation needs of households who have ceased to travel temporarily or permanently due to their family's or dependants' educational or health needs or old age have ceased to travel, 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. Also, the 2023 PPTS does not require the need to assess the accommodation needs of Gypsy and Traveller households who have ceased to travel temporarily or permanently but *not* due to education or health needs or old age, while ethic need encapsulates all Gypsies and Travellers irrespective of travel patters (past, present or future).

ES7. Given differences in defining Gypsies and Travellers, this GTAA provides two accommodation needs figures: first, one based on the ethnic identity definition; second, based on the PPTS 2023 definition. The two accommodation needs definitions are discussed in more detail in Chapter 2.

ES8. In March 2016, the Department of Communities and Local Government (DCLG) published its *Review of housing needs for caravans and houseboats: 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 must 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.

ES9. According to the NPPF (2023) and related planning practice guidance, a sound local plan seeks, as a minimum, to meet the area's objectively assessed needs, and address the needs of groups with specific housing requirements. The NPPF (2023) refers to the need to both assess and then address the accommodation needs of those who are covered by the definition of the PPTS 2023.

ES10. Stratford-on-Avon District Council and Warwick District Council are working together to prepare a new Local Plan for South Warwickshire. The Plan is expected to replace the strategic policies of the existing Stratford-on-Avon Core Strategy and Warwick District Local Plan. Until the new Local Plan has been adopted the existing local planning policies i.e. Stratford-on-Avon DC Core Strategy 2011-2031 (adopted July 2016) and Warwick Local Plan 2011-2029 (adopted September 2017) remain relevant in relation to Gypsy and Traveller accommodation issues.

Population Trends

ES11. In 2024 there were no known authorised pitches in Warwick District. However, there are 12 unauthorised pitches on an unauthorised development. Stratford upon Avon District contains 100 pitches consisting of 63 private pitches with permanent planning permission (7 of which are in the process of being developed and 6 vacant), 30 local authority owned and managed pitches with permanent planning permission, 6 pitches with temporary planning permission and 1 unauthorised development. There are also 2 Traveling Showpeople yards in the study area. One in each authority, with 5 plots in Warwick District Council and 6 in Stratford upon Avon District Council. With regards to permanent residential moorings, there are 7 known such moorings across the study area.

ES12. The 2021 Census indicates that there were 201 Gypsies and Travellers residing in South Warwickshire local authority areas representing about 0.03% of the total population compared to 0.11% in England. The DLUHC Count shows there were, as of January 2024, 144 Gypsy and Traveller caravans located in South Warwickshire including 105 caravans on private pitches consisting of 98 with permanent planning permission and 7 with temporary planning permission, 36 caravans located on social rented pitches, and 3 unauthorised caravans on land owned by Gypsies and Travellers.

ES13. The total number of caravans on authorised pitches in Warwickshire over the period January 2020 to January 2024 varied fairly widely with a maximum of 613 caravans recorded in January 2024 compared to a minimum of 419 caravans recorded in January 2022 (a difference of 193 caravans). The number of caravans recorded by the DLUHC Traveller Count on unauthorised pitches in Warwickshire varied from a maximum of 118 caravans recorded in January 2020 compared to a minimum of 9 caravans recorded in July 2021 (a difference of 109 caravans). Analysis of Warwick District Council data shows that between Q1 2018 and Q3 2022 the number of unauthorised encampments recorded in the district steadily declined.

ES14. In relation to density, as part of the DLUHC January 2024 Traveller Caravan Count, Warwick recorded 0 caravans per 100,000 population. In contrast, Nuneaton and Bedworth recorded 63 caravans per 100,000 population, Stratford-on-Avon 112, North Warwickshire 169, and Rugby 237. This compares to 46 caravans per 100,000 population in relation to the West Midlands and 47 in relation to England

Accommodation need

ES15. Accommodation need in the study area was assessed using analysis of primary and secondary data (see Glossary). The accommodation needs calculation steps are based on a model in accordance with both previous (2007) and current Practice

Guidance (2015) issued by the Department of Communities and Local Government (DCLG). Although the 2007 guidance was withdrawn in 2016, it remains useful as a model to determine accommodation needs given that it outlines the basic principles to be applied when undertaking GTAAs. It contains seven basic components; five assessing need and two assessing supply, which are applied to each sub-group, based on primary data.

ES16. A key part of the brief for this study was to ascertain if there were any locational preferences identified for the future provision of Gypsy and Traveller sites and Showpeople yards. This was considered important to help build an understanding of where any future provision should be located and assist the potential identification of land and sites/yards required. Although the surveys undertaken with and Gypsy, Traveller, and Travelling Showpeople households asked about the preferred location of any new provision, respondents did not state any preference. They were more likely to state that they would prefer to remain close to family members already residing in the study area. Looking at the distances involved across the study area, anywhere within the South Warwickshire Local Plan area (SDC and WDC areas combined) would be acceptable in terms of locating new permanent sites and yards to meet the identified need.

ES17. Table ES1 summarises permanent accommodation need over the period 2024-50. It is important to note that the figures shown in Table ES1 include all need as of 2024, including any which may have been identified by previous GTAAs but remained unfulfilled by 2024. The table shows that 89 new permanent Gypsy and Traveller pitches (based on the ethnic identity definition), and 74 new permanent pitches (based on PPTS 2023) are needed over the period 2024-2050 in the study area.

ES18. In relation to Warwick District, it should be noted that the accommodation needs of 18 additional pitches (ethnic) (16 of which meet the PPTS 2023 definition) over the period 2024-50 contrasts with the need identified by the 2012 GTAA of 31 additional pitches over the period 2012 to 2026. As the encampments and unauthorised developments at the time of the 2012 assessment no longer exist, this is reflected in the reduced level of need now required as identified in the 2024 study.

ES19. In relation to Stratford-on-Avon District, the accommodation needs during the first 5-year period 2024-29 is 20 pitches ('ethnic' definition) and 10 pitches ('PPTS'). This is lower than the accommodation needs as determined by the 2019 Stratford-on-Avon GTAA which found a need of 36 pitches ('ethnic' definition) and 28 pitches ('PPTS'). This is mainly due to there being a further 8 occupied pitches in 2024, and a further 7 potential additional supply in 2024 compared to 2019. There was accommodation need deriving from unauthorised encampments in 2019, but none in 2024. There is also less accommodation need deriving from new family formations – 20 pitches in 2019 compared with 15 in 2024, as some of this need has been addressed by new pitches.

ES20. There is a need for an additional 18 permanent Travelling Showpeople plots. There is also a need for 35 permanent residential moorings over the same period (see Appendix 1 for accommodation needs in relation to each local authority area).

Table ES.1: Gypsy and Traveller permanent accommodation need for the South Warwickshire Local Plan area (SDC and WDC areas combined)

Period	Ethnic definition	PPTS 2023 definition
2024-29	32	22
2029-34	12	11
2034-39	13	12
2039-44	14	13
2044-50	18	16
Total	89	74

Source: GTAA 2024

Table ES.2: Travelling Showpeople permanent accommodation need for the South Warwickshire Local Plan area (SDC and WDC areas combined)

Period	Study area
2024-29	9
2029-34	2
2034-39	2
2039-44	2
2044-50	3
Total	18

Source: GTAA 2024

ES21. In relation to transit provision, the GTAA recommends that the local authorities adopt a negotiated stopping policy. This involves caravans being sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of services such as water, waste disposal and toilets. The advantages of this approach are set out in detail in Chapter 5.

ES22. In conjunction with this, it is also recommended that the local authorities could also consider the development of transit pitches. However, whilst transit sites can address transit need, they require the purchasing of land, planning consent, the development of a site that is suitable to accommodate at least two large encampments at any given time, and management of the site. Analysis of unauthorised encampments in Chapter 3 showed that, on average, there were 9 vehicles involved in each unauthorised encampment. As such, if the authorities do consider the development of transit sites, it is recommended that as a minimum, they collectively develop two transit sites, each site to accommodate between 8 and 10 caravans. Ideally, with one site located in each of the two authority areas. However, it is recommended that this is in conjunction with the implementation of a negotiated stopping places policy. RRR do not recommend relying solely on transit sites without also adopting a negotiated stopping policy. While the Council could opt for a combination of a transit site and the negotiated stopping

policy, or just the policy alone, using only a transit site solution without incorporating the policy is considered likely to be ineffective.

ES23. In relation to boat dwellers, the accommodation needs are as follows:

Table ES.3: Boat Dweller accommodation needs permanent accommodation need for the South Warwickshire Local Plan area (SDC and WDC areas combined)

Period	Study area
2024-29	30
2029-34	1
2034-39	1
2039-44	1
2044-50	2
Total	35

Source: GTAA 2024

Conclusions

ES24. There is an overall accommodation need in the South Warwickshire (Stratford-on-Avon District and Warwick District) local authority areas over a 28-year period for 89 additional pitches (ethnic definition), and 74 pitches (PPTS 2023 definition). In relation to transit provision, it is recommended that the authorities incorporate a policy to address negotiated stopping places for transient and / or visiting Gypsy and Traveller encampments. It is also recommended that the local authorities consider the development of transit sites, it is recommended that as a minimum, they collectively develop two transit sites, each site to accommodate between 8 and 10 caravans. Ideally, with one site located in each of the two authority areas. However, it is recommended that this is in conjunction with the implementation of a negotiated stopping places policy. There is also an identified need for 18 additional Travelling Showpeople plots and 35 permanent residential moorings for boat dwellers during the same period.

ES25. It is recommended that Stratford upon Avon District Council and Warick District Council determine which of the accommodation needs figures in relation to Gypsies and Travellers they choose to prioritise in their Local Plan. As stated in Chapter 2, the Smith (2022) Court of Appeal case concluded that PPTS 2015 was discriminatory in relation to excluding households who had permanently ceased to travel from being recognised (for planning purposes) as Gypsies and Travellers. This has been rectified in PPTS 2023. However, to avoid legal challenges, this GTAA recommends adopting the 'ethnic' definition accommodation needs figures i.e. meeting the accommodation needs of all households who ethnically identify as Gypsies and Travellers. This will not only demonstrate knowledge of the overall accommodation need of all Gypsies and Travellers, but also how the accommodation needs in relation to households not meeting the PPTS definition are being addressed, as outlined in ES6 above.

ES26. Alternatively, the local authorities may adopt the 'PPTS 2023' definition accommodation needs figures with the difference between the PPTS 2023 figures and Ethnic' definition being an additional need that the council(s) may choose to meet. This means that the local authorities would first meet the need of 74 (22 within the first 5 years) as the obligation but accept the need of a further 15 (10 within the first 5 years) as potential need if further applications are brought forward through windfalls.

ES27. It is also recommended that the local planning authorities consider the accommodation needs that might materialise over the plan period from households (Gypsies, Travellers, Travelling Showpeople and boat dwellers) not considered by this assessment. This could include households residing on unauthorised developments, unauthorised encampments, new households due to in-migration, and those residing in bricks and mortar accommodation. This accommodation need should be considered separate to the need identified below and could be met through windfall applications.

ES28. In addition to the above in order to meet the specific accommodation need of the different community groups, the report recommends the following:

- In relation to Gypsies and Travellers and Travelling Showpeople it is recommended that the local authorities work closely with families to determine how their accommodation need can best be met.
- Also, for the local authorities 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 local authorities 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.
- It is recommended that the local authorities review the planning of unauthorised developments and consider granting permanent status.

ES29. As well as quantifying accommodation need, the study also makes recommendations on other key issues including:

Planning policy:

- To identify a range of specific sites in sustainable locations of up to 15 pitches/plots in size to be developed only for Gypsy and Traveller and Travelling Showpeople homes[1].
- To consider how the accommodation needs can be met by expanding existing provision and/or providing new sites, yards or moorings, but primarily to meet

[1] As outlined in the South Warwickshire Local Plan Part 1 – Stage 2: Issues and Options Consultation, January 2023, p.117.

the need for those on the existing site or related to the current occupants / owners.

- To consider alternative options for developing new sites, yards and moorings such as developing them on a cooperative basis e.g. community land trust, 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, Showpeople and boat dweller communities.
- Prior to action being taken against sites or yards being used without planning permission, the local authorities, in partnership with landowners, occupants and relevant agencies (e.g. Showmen's Guild and National Federation of Gypsy Liaison Groups, the National Bargee Travellers Association (NBTA), the Canal and River Trust (CRT) and the Saltisford Canal Trust (SCT)) to review its current, historic and potential planning status, and review the most effective way forward.
- To consider safeguarding Gypsy and Traveller site and Travelling Showpeople yards with permanent planning permission for their current use unless it can be demonstrated that they are no longer needed to meet identified need.
- Implement a 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 work closely with CRT, SRT and NBTA to meet the needs of the boat dwellers and constant cruisers across the study area.
- To liaise with marinas and boat yards in the area to see which could accommodate more permanent residential moorings (including converting some of their leisure moorings to permanent).
- 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 cultural implication and feelings of isolation.
- Develop a holistic vision for their work on Gypsies, Travellers, Showpeople and boat dwellers 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) to help them to further understand

issues relating to the Gypsy and Traveller, 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 in relation to Gypsy, Traveller, Showpeople and boat dweller communities.

1. Introduction

Study context

1.1 In 2023 Warwick District Council (WDC) and Stratford-on-Avon District Council (SDC) commissioned *RRR Consultancy Ltd* to undertake a Gypsy, Traveller and Travelling Showpeople Assessment (GTAA) for the period 2024-2050. The GTAA study dates therefore closely align with the intended South Warwickshire Local Plan timeframe of 2025-2050. The findings of this study should be used to assist policy development and planning decision making and supersedes any previous GTAA'S (including any accommodation needs calculated prior to this assessment) for the South Warwickshire local planning authorities.

1.2 The requirement to assess the accommodation needs of Gypsies and Travellers, Showpeople, non-Gypsy and Traveller, Gypsy and Traveller, residential caravan dwellers, and boat dwellers is established through national guidance contained in the Department for Communities and Local Government's (DCLG) 'Review of housing needs for caravans and houseboats: draft guidance' (2016) and the Department of Levelling Up, Housing and Communities (DLUHC) 'Planning Policy for Traveller Sites' (2023).

Methodological context

1.3 To achieve the study aims, the research drew on a number of data sources including:

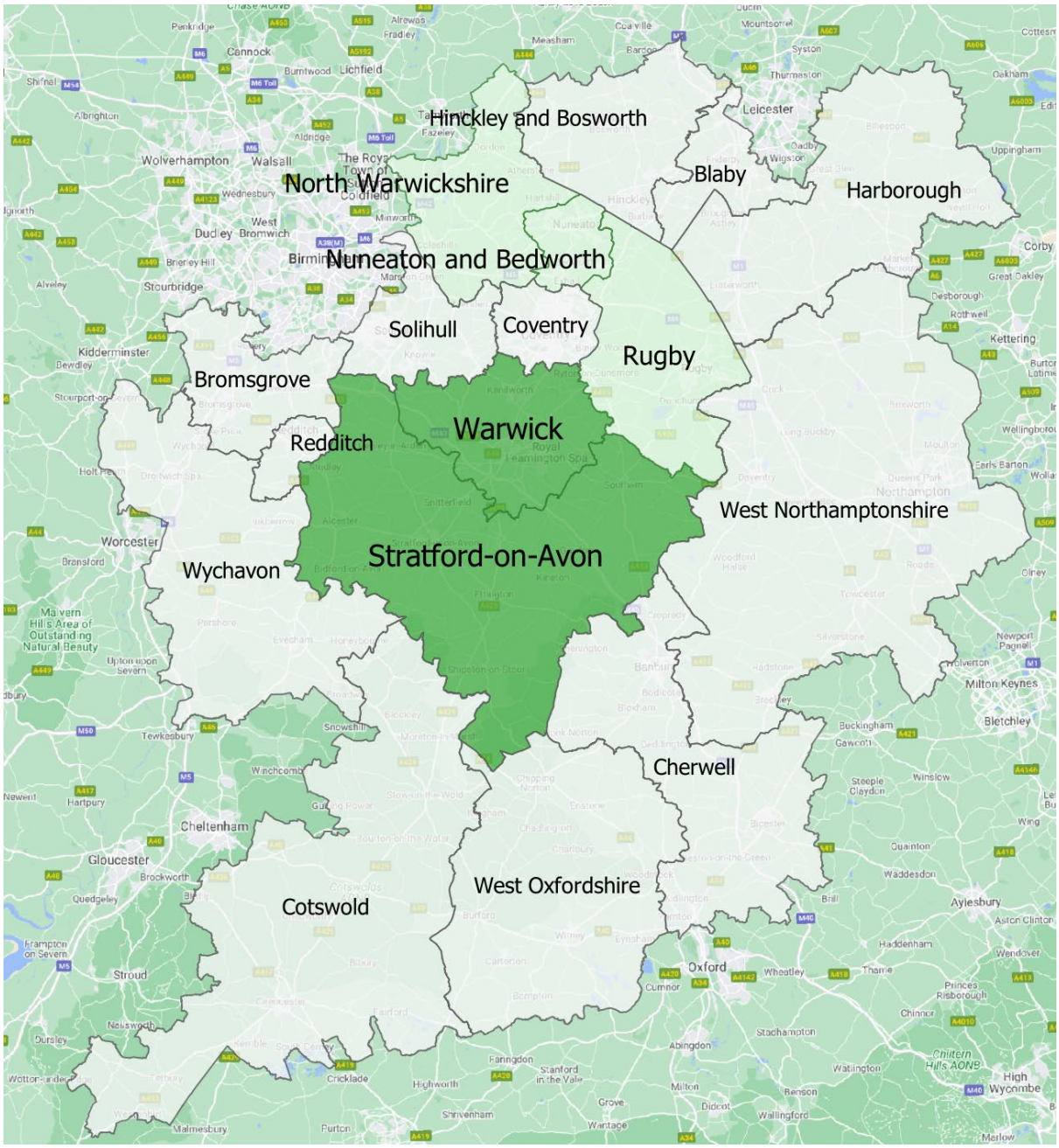
- Review of secondary information: a review of national and local planning policies and recently undertaken GTAAs, and analysis of secondary data. This included analysis of the most recently published (January 2023) Department for Levelling Up, Housing & Communities (DLUHC) Traveller Caravan Count to determine trends in the population of Gypsies and Travellers.
- Consultation with key stakeholders providing qualitative data regarding the accommodation needs of Gypsies, Travellers, Showpeople and boat dwellers.
- Consultation of Gypsies and Travellers and Showpeople, covering a range of issues related to accommodation and service needs, including any locational preferences for any identified future provision.

GTAA study area

1.4 Figure 1.1 below shows a map of the study area and neighbouring local authority areas. The study area local authorities (Stratford-on-Avon District Council and Warwick District Council) are shaded in dark green, whilst the remaining Warwickshire local authority areas (North Warwickshire District Council, Nuneaton and Bedworth Borough

Council, and Rugby Borough Council) are shaded in light green. Other neighbouring local authority areas are not shaded.

Figure 1.1: Study area map



Source: ONS Local Authority Districts (May 2022)

Stratford-on-Avon District

1.5 According to the 2021 Census, the population of the District area is 134,700 people (ONS 2022). The District lies at the heart of England. Stratford-upon-Avon is the largest settlement within the District with a population of around 26,000. There are important

rural centres including the attractive, small market towns of Alcester, Henley-in-Arden, Shipston-on-Stour, and Southam.

1.6 The District is distinctively rural in character reflected in the fact that over 75% of its residents reside outside the main town of Stratford-upon-Avon, and 45% of residents live in parishes with a population of less than 3,000. Stratford-upon-Avon is a major tourist centre with over 2.5m day and overnight trips taking place to the town in 2017[2]. There are about 250 communities of varying sizes spread across the predominately rural area of 979 square kilometres. It is one of the largest Districts in lowland England with a low population density, making delivery of, and access to, services a major issue for residents.

1.7 Because the District covers such as extensive area, various towns outside its boundaries have a strong influence over how different parts of the area function. Royal Leamington Spa, Banbury, Redditch and Solihull all have large shopping centres, provide a range of employment opportunities, and support a variety of leisure facilities.

1.8 Most of the District to the north of Stratford-upon-Avon lies within the West Midlands Green Belt. The Cotswolds Area of Outstanding Natural Beauty extends into the southern fringes of the District. The heritage and built historic environment of the District is highly valued and contributes significantly to the identify and character of the area. It plays an important role in attracting visitors and tourists. However, the District is susceptible to flooding and was badly affected by the floods of 1998 and 2007. The Environment Agency has mapped the main areas subject to flood risk which cover a significant amount of land within the District.

1.9 In terms of strategic transport connections, the M40 and M42 both cross the District. The major local M40 junction (Junction 15) lies outside the District at Longbridge, near Warwick and is about six miles to the north-east of Stratford-upon-Avon. The only full M40 junction within the District lies at Gaydon (Junction 12) and serves a major Ministry of Defence site (MoD Kineton) and significant employment sites occupied by Jaguar Land Rover and Aston Martin Lagonda, as well as the wider rural area in the vicinity. There is a further restricted junction (Junction 16) with the A3400 north of Henley-in-Arden. On the M42, there is a full junction (Junction 3) with the A435 on the District boundary to the north of Redditch. The other strategic route is the A46(T) that crosses the District between Evesham and Warwick and forms the northern bypass to the town of Stratford-upon-Avon.

1.10 The predominantly rural nature of the District means that many households and activities are heavily reliant on private transport. The proportion of households with more than one car is significantly higher than that at county and national level. Conversely, the difficulty of operating viable bus services in a dispersed rural area

[2] TRS, Economic Impact of Tourism on Stratford Town 2017.

means that getting to shops, services and jobs is largely dependent on having a car. Flexible community transport schemes help to alleviate the problem of access and isolation for people without one. This situation means that the rural market towns and similar centres in the District play an important role as a focus for local shops and services. These centres are generally closer to many smaller settlements than larger towns. It is important to bolster their commercial role, improve their appearance and make them more accessible by public transport[3].

Warwick District

1.11 According to the 2021 Census, the population of the District area is 148,500 people (ONS 2022). Warwick District lies between the city of Coventry and rural parts of Solihull to the north, Stratford-on-Avon District to the south and Rugby Borough to the east. It enjoys good links by rail to Birmingham and London. The M40 provides good road connections to London and the south-east as well as to the West Midlands conurbation. There are regionally significant road networks linking to the A45 and A46 corridors within and adjacent to the district. These transport links mean that although located within the West Midlands, the district shares some characteristics with the south east.

1.12 Warwick District has a growing, ageing, ethnically diverse and highly skilled population. 90% of the population live in the main urban areas of Kenilworth, Warwick, Whitnash and Royal Leamington Spa with the remaining 10% living in a number of relatively small villages. The highest rate of projected population growth in the future is expected to be amongst those aged 65 and over.

1.13 Compared to other parts of Warwickshire, a higher proportion of the district's population is of working age. Relative to the West Midlands as a whole, the district has a strong local economy, with a skilled population and higher than average levels of productivity and earnings compared with regional and national averages. The majority of the district's rural area lies within the West Midlands Green Belt, with only the area to the south of Warwick, Whitnash and Royal Leamington Spa lying outside it.

1.14 The district's relative prosperity masks some significant areas of deprivation. In particular, Lillington lies within the most deprived 20% of Super Output Areas nationally. Furthermore, the changing needs of business means that some of the district's traditional industrial areas require regeneration, with many of these areas located alongside the Grand Union Canal in Warwick and Royal Leamington Spa. The district's 40km of canal offer particular opportunities for recreation, regeneration and environmental improvement.

1.15 The three main town centres of Royal Leamington Spa, Kenilworth and Warwick provide a focus for retail, leisure and employment. The unique and high-quality

[3] Stratford-on-Avon DC Core Strategy 2011-2031 Adopted July 2016.

environments of these town centres means that they were relatively resilient to recession and competition from online retailing and other retail destinations and town centres in the sub-region. Despite this there has been an increase in vacancy rates and a fall in rents in some parts of the town centres, indicating a need to continue to focus investment in these areas[4].

Summary

1.16 The requirement to assess the accommodation needs of Gypsies and Travellers, Showpeople, non-Gypsy and Traveller, Gypsy and Traveller, residential caravan dwellers, and boat dwellers is established through national guidance contained in the Department for Communities and Local Government's (DCLG) 'Review of housing needs for caravans and houseboats: draft guidance' (2016) and the Department of Levelling Up, Housing and Communities (DLUHC) 'Planning Policy for Traveller Sites' (2023).

1.17 The purpose of this assessment is to quantify the accommodation needs of Gypsies and Travellers, Travelling Showpeople, and boat dwellers in the study area between 2024 and 2050. This is in terms of permanent pitches, sites, and transit sites and/or negotiated stopping arrangements for Gypsies and Travellers. This report will form part of the evidence base for the Local Plan review.

1.18 To achieve the study aims, this report focusses on the assessment of accommodation need for Gypsies, Travellers, Travelling Showpeople, and boat dwellers. The research provides a range of quantitative and qualitative data enabling a robust and reliable assessment of accommodation needs.

[4] Warwick District Local Plan 2011-2029 Adopted September 2017.

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, Travelling Showpeople, and boat dweller issues.

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

Definition Context

2.3 On 19 December 2023, the government announced changes to Planning Policy for Traveller Sites (PPTS), which had previously been updated in August 2015. The key difference between the PPTS published in August 2015 and the December 2023 version primarily involves changes made in response to a recent legal judgment and ongoing policy reviews.

2.4 In the 2023 update, the government has reverted to the definition of Gypsies and Travellers used in the PPTS as adopted in 2012. This change is in response to a Court of Appeal judgment in the case of Smith v SSLUHC & Others (October 2022). The government intends to review this area of policy and case law further in 2024.

2.5 The 2015 update involved changes to PPTS that were based on policies contained within the government response to a consultation on planning and travellers. Like the 2023 update, the 2015 version was to be read in conjunction with the National Planning Policy Framework.

2.6 The key difference between PPTS 2015 and 2023 is that the former removed the word ‘permanent’ from the planning definition of Gypsies and Travellers. This meant that local planning authorities were not obliged to consider the accommodation needs of Gypsy and Traveller households who had permanently ceased to travel:

PPTS 2015:

For the purposes of this 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. (our emphasis)

2.7 However, the Court of Appeal judgment in the case of Smith v SSLUHC & Others (October 2022) determined that PPTS was discriminatory, by excluding households who had permanently ceased to travel from being recognised (for planning purposes) as Gypsies and Travellers. In response, the government amended the definition by reinserting the word 'permanent':

PPTS 2023:

For the purposes of this 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 or permanently***, but excluding members of an organised group of travelling showpeople or circus people travelling together as such. (our emphasis)

2.8 The DLUHC 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.*

2.9 Unlike Gypsies and Travellers, Travelling Showpeople are not considered to be an ethnic minority by the Equality Act 2010 (and previously the Race Relations Act 1976). Although some Gypsies and Travellers may earn a living as 'travelling showpeople', Travelling Showpeople as a group do not consider themselves to belong to an ethnic minority[5].

2.10 For the purposes of this planning policy, "Travellers" means "Gypsies and Travellers" and "Travelling Showpeople" as defined above from PPTS annex 1. Also, for the purposes of Gypsy and Traveller Accommodation Assessments (GTAAs), Travelling Showpeople are included under the definition of 'Gypsies and Travellers' in accordance

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

with The Housing (Assessment of Accommodation Needs) (Meaning of Gypsies and Travellers) (England) Regulations 2006, and the *Review of housing needs for caravans and houseboats: draft guidance* to local housing authorities on the periodical review of housing needs (March 2016). It recommends that Travelling Showpeople's own accommodation needs and requirements should be separately identified in the GTAA. This GTAA adheres to the definition of Gypsies, Travellers and Travelling Showpeople as defined by the DCLG 'Planning Policy for Traveller Sites' (December 2023) (see above).

2.11 It is important to note that Gypsies and Travellers and Travelling Showpeople have separate accommodation need requirements. Different terminology is used to distinguish between Gypsy and Traveller accommodation and Travelling Showpeople. Gypsies and Travellers occupy pitches on sites, while Travelling Showpeople occupy plots on yards. As well as space for residing quarters, Travelling Showpeople also require additional space in order to store and maintain large equipment.

2.12 The 2023 PPTS determines the need to assess the accommodation needs of households who have ceased to travel temporarily or permanently due to their family's or dependants' educational or health needs or old age have ceased to travel, 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. Also, the 2023 PPTS does not require the need to assess the accommodation needs of Gypsy and Traveller households who have ceased to travel temporarily or permanently but *not* due to education or health needs or old age. Ethnic need is based on all households who identify as Gypsies and Travellers (as protected by the Equality Act 2010) irrespective as to whether they travel or not.

NPPF (2023) and the Equality Act 2010

2.13 According to NPPF (2023) and related planning practice guidance a sound local plan seeks, as a minimum, to meet the area's objectively assessed needs, and address "the needs of groups with specific housing requirements. The NPPF (2023) refers to the need to both assess and then address the accommodation needs of those who are covered by the definition of the PPTS 2023. The Human Rights Act 1998 and Equality Act 2010 protect Gypsies and Travellers' cultural and ethnic way of life, including living in a caravan. This GTAA considers the accommodation needs of Gypsies and Travellers who identify as such, irrespective as to whether they have permanently or temporarily ceased to travel (i.e. those who meet the 'ethnic' definition), as well as those who meet the PPTS 2023 definition.

2.14 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. There is

nothing within PPTS 2023 which indicates that Gypsy or Traveller status (for planning purposes) is solely derived from whether there is any employment-related travelling.

2.15 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 2016 planning appeal decision regarding a site at Throcking, Hertfordshire, 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"[6] for employment purposes (i.e. he did not meet the August 2015 PPTS definition).

2.16 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 2010[7].

2.17 Similarly, a local authority rejected a planning application as it determined that the household did not meet the PPTS 2015 definition. However, despite evidence that the family had reduced the extent to which they travel due to educational requirements, the Planning Inspector allowed the s78 appeal on the basis that they should be regarded as Gypsies for planning purposes[8]. Also, in deciding whether to allow a S78 appeal for a site in West Kingsdown, Kent, the Planning Inspector acknowledged that the local authority included within its future calculations the accommodation needs (in terms of pitches) of 'cultural' Gypsies and Travellers[9].

2.18 Much case law precedes the August 2015 definition. For example, the commonly cited R v South Hams DC ex parte Gibb et al judicial decision was undertaken in response to the now partly repealed Caravan Sites Act 1968. Also, it is increasingly recognised that defining Gypsies and Travellers in terms of employment status may contravene human rights legislation. For example, in 2003 the Welsh Assembly's Equality of Opportunity Committee noted the:

> '…apparent obsession with finding ways to prove that an individual is not a 'Gypsy' for the purposes of the planning system. This approach is extremely unhelpful…and there can be no doubt that actual mobility at

[6] Appeal Ref: APP/J1915/W/16/3145267 Elmfield Stables, Thirty Acre Farm, Broadfield, Throcking, Hertfordshire SG9 9RD, 6 December 2016.
[7] Appeal Ref: APP/J3530/A/14/2225118, Pine Lodge, Hazels Lane, Hinton, Blythburgh, Suffolk IP17 3RF 1 March 2016.
[8] Appeal Ref: APP/U2235/W/18/3198435 Ten Acre Farm, Love Lane, Headcorn TN27 9HL 9 May 2019.
[9] Appeal Ref: APP/G2245/W/17/3170535 Land north-west of Eagles Farm, Crowhurst Lane, West Kingsdown, Kent TN15 6JE 27 November 2018.

any given time is a poor indicator as to whether someone should be considered a Gypsy or a Traveller'[10].

2.19 In September 2019 the Equality and Human Rights Commission published research into the impact of the PPTS 2015 definition on assessing accommodation needs[11]. The research examined a sample of 20 GTAAs undertaken since the August 2015 revised definition. The report found that there had been a 73% reduction in accommodation need in post-2015 GTAAs compared to pre-2015 GTAAs undertaken by the same local planning authorities.

2.20 Importantly, on 31 October 2022, the Court of Appeal determined that PPTS 2015 was discriminatory in relation excluding households who had permanently ceased to travel from being recognised (for planning purposes) as Gypsies and Travellers. The case relates to Lisa Smith who resides on a site occupied by Ms Smith, her husband, their children and grandchildren. Two of Ms Smith's adult sons are severely disabled and cannot travel for work. The judgment determined that PPTS 2015 characterises nomadic Gypsies and Travellers as different from Gypsies and Travellers who, as a result of age or disability, are no longer able to travel. This creates sub-classes of an ethnicity which 'seems to sit uneasily with the stated aim of PPTS 2015 to facilitate the "traditional" way of life" of Gypsies and Travellers, and not simply the "nomadic" way of life'. The judgement concluded that the objective of PPTS 2015 in excluding households from being defined as Gypsies and Travellers was not 'fairness'.

2.21 Given the above, our approach is to use a methodology which provides first, an accommodation need figure based on ethnic identity; and second, a figure based on the PPTS (December 2023). Different GTAAs reach differing conclusions on which approach / definition to adopt 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 case law. This GTAA strongly recommends adopting the 'ethnic' definition accommodation needs figures i.e. meeting the accommodation needs of all households who ethnically identify as Gypsies and Travellers. This will not only demonstrate knowledge of the overall accommodation need of all Gypsies and Travellers, but also how the accommodation needs in relation to households not meeting the PPTS definition are being addressed. An alternative is the adoption of the PPTS figure and for the difference between the PPTS and ethnic based need to be covered by a criteria-based policy.

[10] Welsh Assembly 2003 cited in Johnson, Murdoch and Willers, The Law Relating to Gypsies and Travellers, no date).

[11] Equality and Human Rights Commission, Gypsy and Traveller sites: the revised planning definition's impact on assessing accommodation needs, Research Report 128, September 2019 located at: https://www.equalityhumanrights.com/sites/default/files/190909_gypsy_and_traveller_sites_-_impact_of_the_revised_definition_-_final.pdf

DCLG Review of housing needs for caravans and houseboats: draft guidance (March 2016)[12]

2.22 The 2016 DCLG draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats states that when considering the need for caravans and houseboats local authorities should 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[13] 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 need not to live in bricks-and-mortar accommodation based on cultural preference).

2.23 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 Age Travellers, and Travelling Showpeople.

2.24 The guidance recognises that the needs of those residing in caravans and houseboats may differ from the rest of the population because of:

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

2.25 Also, it suggests that as mobility between areas may have implications for carrying out an assessment local authorities should consider:

[12] See https://www.gov.uk/government/publications/review-of-housing-needs-for-caravans-and-houseboats-draft-guidance

[13] Overcrowding e.g. where family numbers have grown to the extent that there is now insufficient space for the family within its caravan accommodation and insufficient space on the pitch or site for a further caravan (DCLG 2007 p.25)

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

2.26 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

2.27 The Housing and Planning Act 2016 which gained Royal Assent on 12 May 2016, omits sections 225 and 226 of the Housing Act 2004, which previously identified 'gypsies and travellers' as requiring specific assessment for their accommodation needs when carrying out reviews of housing needs. Instead, the Act amends section 8 of the Housing Act 1985 governing the assessment of accommodation needs to include all people residing in or resorting to the study area in caravans or houseboats. However, for planning purposes, the DCLG 'Planning Policy for Traveller Sites' (December 2023) still requires local authorities to identify the accommodation needs of Gypsies, Travellers and Travelling Showpeople who accord with the definition in Annex 1 of the PPTS.

2.28 The Housing and Planning Act 2016 requires Local Housing Authorities (LHAs) to consider the needs of people residing on places on inland waterways where houseboats can be moored. The term 'houseboat' is not defined by DCLG guidance. As such, the GTAA adopts the National Bargee Travellers Association's (NBTA) definition who define a boat dweller as:

> "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".

Local Planning Policies

2.29 Stratford-on-Avon District Council and Warwick District Council are working together to prepare a new Local Plan for South Warwickshire. The Plan is expected to replace the strategic policies of the existing Stratford-on-Avon Core Strategy (2011-2031) and

Warwick Local Plan (2011-2029). The South Warwickshire Local Plan will set out a long-term spatial strategy for housing, jobs, infrastructure and climate change for both Districts. The following section summarises the existing planning policies of the GTAA constituent local authorities in relation to Gypsies, Travellers, and Travelling Showpeople.

Stratford-on-Avon DC Core Strategy 2011-2031 (adopted July 2016)

2.30 Policy CS.21 of the Core Strategy outlines the criteria for implementing new Gypsy and Traveller sites. It identifies two preferred broad locations for Gypsy and Traveller provision including:

- Broad Location 1 – the 'Avon Valley' outside of the Green Belt
- Broad location 2 – the remainder of the District, but outside of the Cotswolds AONB

2.31 The Core Strategy emphasises that in accordance with NPPF policy, proposed new sites in the Green Belt will only be considered if the potential harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations. Specific criteria for determining the location of new Gypsy and Traveller sites include:

1. The site is not located within the Green Belt, unless there are very special circumstances, or the Cotswolds Area of Outstanding Natural Beauty (AONB), unless it complies with Policy CS.11;
2. The site is not located within an area of designated historic or environmental importance and will not compromise the objectives of any national or local designation, including Special Landscape Areas;
3. If located in proximity to the Cotswolds AONB, the site will have a buffer of appropriate scale and landscaping to minimise any adverse visual impact upon the AONB;
4. The site should avoid areas prone to fluvial, pluvial or surface water flooding, and exclude areas with a 1 in 100 or greater annual probability of flooding;
5. The site will not be located on unstable or contaminated land that cannot be mitigated;
6. The site will have safe access to the highway and avoid significant impact on minor rural roads;
7. The site will be in a sustainable location in reasonable proximity to local services and facilities, including health and emergency services, making them accessible by modes of transport more sustainable than the private car;
8. The location of the site will not result in unacceptable environmental impacts on the amenity of future occupiers of the site;

9. The development and use of the site makes best use of previously developed, untidy or derelict land where available and suitable and will not have unacceptable adverse impacts on the landscape, biodiversity or the built environment;
10. The site will have a good residential environment and be of good quality layout and design incorporating appropriate landscaping, security, utilities and facilities, and be acceptable in terms of foul and surface water drainage and waste storage and disposal;
11. The site will not have an unacceptable adverse impact on neighbouring residential amenity, including noise from any commercial activities; and
12. Arrangements are put in place to ensure the proper management of the site to seek to ensure community cohesion between the settled and traveller communities[14].

Warwick Local Plan 2011-2029 (adopted September 2017)

2.32 Policy H7 of the Local Plan ('Meeting the Accommodation Needs of Gypsies and Travellers') states that the council will produce a Development Plan Document (DPD) (not produced to date) that will allocate sufficient land on sustainable sites to meet the permanent accommodation needs of its Gypsy and Traveller community, satisfying an identified need for 31 pitches over the plan period (25 of which should be within the first five years). Monitoring of such sites will inform future requirements.

2.33 Also, the council will support Warwickshire County Council in its proposal to provide one stopping place in the north of the county and one in the south, to meet the transit needs of the whole of Warwickshire. However the DPD will ensure that the district's transit need of six – eight pitches will be met by providing a transit site. This will be addressed by considering planning applications against the criteria in Policy H8 and /or by bringing further sites forward in line with this Policy. Finally, it states that monitoring may show that there are insufficient pitches available to meet need during the plan period. As such, planning applications will be assessed against the criteria in Policy H8 which states that applications for new Gypsy and Traveller sites will be approved provided that:

a. the site is within reasonable distance of schools, GP surgeries, dentists, hospitals, emergency services, shops and community facilities;
b. the site would not result in permanent and transitory pitches being co-located;
c. the site has good access to the major road network;
d. the site is of a suitable size to accommodate up to 15 pitches;
e. it can be demonstrated that infrastructure requirements can be adequately met; and

[14] Stratford-on-Avon DC Core Strategy 2011-2031 Adopted July 2016 pp.118-119.

f. there is potential for the site to be adequately screened.

2.34 Finally, according to Policy H7 of the Local Plan ('Compulsory Purchase of Land for Gypsy and Traveller Sites'), the Council will consider using compulsory purchase powers to acquire sites for Gypsies and Travellers if an insufficient number of sites come forward with the support of the landowners. However, this will only be considered as a last resort if all efforts have failed to deliver the planned requirement[15].

Duty to cooperate and cross-border issues

2.35 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. Also, the need for councils to cooperate reflects the characteristic that Gypsy and Traveller travelling patterns transcend local authority borders[16].

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

2.37 As part of this assessment, consultation in relation to Gypsies, Travellers and Travelling Showpeople and boat dwellers, was undertaken with adjoining planning and housing authorities. The findings from the consultation are discussed in Chapter 4.

2.38 Given the transient nature of Gypsies and Travellers it is important for the GTAA to consider Gypsy and Traveller accommodation need in neighbouring authorities. The following section summarises the results of GTAAs recently undertaken by both the South Warwickshire local authorities (which have commissioned this assessment) and neighbouring or nearby local authorities specifically in relation to accommodation need and travelling patterns (see Figure 1.1 'Study Area Map' above for authorities bordering the study area).

Black Country GTAA 2022

2.39 The GTAA was undertaken by *RRR Consultancy Ltd.* on behalf of the four Black County local authorities of Dudley MBC, Sandwell MBC, Walsall Council, and City of Wolverhampton Council for the period 2021-2039. It determined that a further 172

[15] Warwick Local Plan 2011-2029 (adopted September 2017) pp.76-77.

[16] It should be noted that the government' white paper 'Planning for the Future' (August 2020) indicates that it intends to abolish the duty to cooperate.

Gypsy and Traveller pitches (based on the ethnic identity definition), 125 pitches (based on PPTS 'travel for all' definition), or 81 pitches ('travel for work' definition) are required over the period 2021-2039 in the study area. It also identified a need of 81 additional Travelling Showpeople plots over the same period. The GTAA noted that transit provision already exists in Sandwell and Dudley, and that a transit site is under construction in Walsall. The GTAA recommended that Wolverhampton proceed with the development of a transit site.

Cherwell, Oxford City, South Oxfordshire and Vale of White Horse GTAA 2017

2.40 The GTAA assessed accommodation need over the period 2017 to 2031/36 (dependent on the Local Plan period of respective local authorities). In relation to Gypsies and Travellers the GTAA found a need for 7 additional pitches for households who meet the PPTS 2015 definition; 0 additional pitches for households who do not meet the PPTS 2015 definition; and between 0 and 19 additional pitches for households whose planning status is unknown. In relation to Travelling Showpeople, the GTAA found a need for 11 additional plots for households who meet the PPTS 2015 definition; 0 additional plots for households who do not meet the PPTS 2015 definition; and between 0 and 1 additional plots for households whose planning status is unknown. In relation to transit provision, the GTAA recommended adoption of a negotiated stopping place policy. On 3 August 2022 the Oxfordshire local authorities issued a joint statement that they will no longer be working on a joint 2050 Local Plan and will be updating the evidence base on a local authority basis[17].

Coventry City Council GTAA 2023

2.41 The GTAA concludes that there are currently 5 authorised pitches on Burbages Lane and an expected supply of 12 pitches following the redevelopment of the Siskin Drive site. This is able to cater for the assessed need (15 pitches) over the short term 2022/23 to 2026/27. Over the longer plan period to 2041 the GTAA concludes there will be a shortfall of 6 pitches but that these could potentially be accommodated at Burbages Lane.

Gloucestershire Gypsy and Traveller Accommodation Assessment (GTAA) 2022

2.42 The GTAA was undertaken on behalf of six local authorities – Cheltenham Borough Council, Cotswold District Council, Forest of Dean District Council, Gloucester City Council, Stroud District Council, and Tewkesbury Borough Council. For the period 2021-2041 (2040 in relation to Stroud). the GTAA identifies a need of 90 additional pitches for households who meet the 'work' interpretation of PPTS 2015, 170 additional pitches for the accommodation needs of households who do not meet PPTS 2015, and up to 240 additional pitches for households who meet the 'ethnic' definition. The GTAA

[17] See https://oxfordshireplan.org/news/joint-statement-from-the-leaders-of-the-oxfordshire-authorities/

also identifies a need for 83 additional Travelling Showpeople plots, and 53 additional boat dweller moorings. In relation to transit provision, the GTAA recommends that in addition to the existing transit pitches, that the local authorities adopt a negotiated stopping policy. This 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.

Lichfield District Council, North Warwickshire Borough Council and Tamworth Borough Council GTAA 2019

2.43 The GTAA assessed accommodation need over the period 2019-33/34/40 (dependent on the Local Plan period of respective local authorities). In relation to Gypsies and Travellers the GTAA found a total need for 35 additional pitches for households who meet the PPTS 2015 definition; 16 additional pitches for households who do not meet the PPTS 2015 definition; and 5 additional pitches for households whose planning status is unknown. There were no Travelling Showpeople identified in Lichfield, North Warwickshire or Tamworth so there was no current or future need for plots for the GTAA period 2019-33/34/40. In relation to transit provision, the GTAA recommended that an unused 12-pitch site in North Warwickshire be brough back into use. Also, the private transit pitches in Lichfield appeared to be reducing the numbers of encampments and there are insufficient numbers of encampments in Tamworth to suggest that formal transit provision is required.

Nuneaton and Bedworth GTAA 2021

2.44 For the period (2021/22 to 2036/37) the GTAA identified a cultural need of 20 additional pitches PPTS need of 16 additional pitches. The main drivers of need are net-in migration and household formation. There is currently one Travelling Showperson yard in the borough accommodating 1 household on 4 plots. The GTAA has evidenced no additional need but it does recommend that the Council safeguards the current yard for Travelling Showperson use. In relation to transit provision, the GTAA recommends that the Council works with other Warwickshire local authorities to establish a coordinated response to the delivery of appropriate temporary accommodation options.

Rugby GTAA 2022

2.45 The GTAA was undertaken by *RRR Consultancy Ltd*. for the period 2022-2037. The GTAA showed that a further 79 Gypsy and Traveller pitches (based on the ethnic identity definition), or 56 pitches (based on PPTS 2015) are needed over the 15-year period. In relation to transit provision the GTAA recommended the adoption of a negotiated stopping policy and/or new transit provision consisting of between 6-10 pitches situated in or close to Rugby Town, near to main arterial routes e.g. M45 or M6, but not close to any existing accommodation provision.

South Worcestershire Gypsy and Traveller Accommodation Assessment (GTAA) 2019

2.46 The GTAA was undertaken by *RRR consultancy* Ltd on behalf of Malvern Hills District Council, Worcester City Council, and Wychavon District Council. It determines accommodation needs for Gypsies, Travellers and Travelling Showpeople over the period 2019-2041. The GTAA found a need for 167 additional Gypsy and Traveller pitches for ethnically identified Gypsies and Travellers over the period 2019-41, 104 additional pitches for households who meet the PPTS 2015 definition, and 71 additional pitches for households who meet the 'travel to work' definition. It also found a need for 10 additional Travelling Showpeople plots over the period 2019-2041. In relation to transit provision, this GTAA recommends that the local authorities continue with the Worcestershire negotiated stopping policy which involves caravans being sited on suitable land for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. This assessment is currently being updated (due to be published later in 2024).

Stratford on Avon District GTAA 2019

2.47 The GTAA assesses accommodation need over the period 2019-35. The GTAA found that a further 70 Gypsy and Traveller pitches (based on the ethnic identify definition), and 59 pitches (based on PPTS 2015) are needed over the period 2019-2035 in Stratford-on-Avon. There is also a need for 6 additional Travelling Showpeople plots over the same period. The main drivers of need are from 'hidden' households and new family formation. The GTAA recommended that the council could work with the PPTS 2015 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 59 (28 within the first five years) as its obligation but accept the need of a further 11 (8 within the first five years) as potential need in the area, if further applications are brought forward through windfall. In relation to transit provision, the 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. This GTAA provides an update to the 2019 GTAA.

Warwick District Council GTAA 2012

2.48 The GTAA was based on a sample of 43 Gypsy and Traveller households residing on sites and in bricks and mortar accommodation. The GTAA identified a need for an additional 31 Gypsy and Traveller pitches for the period 2012-2026. It also suggested the need for 12 transit pitches. The GTAA noted that there were 72 separate unauthorised encampments during 2009–2012, although some unauthorised

encampments consisted of the same households travelling around the study area. Most unauthorised encampments were transiting through the study area. The GTAA supported the approach of creating a network of transit facilities across the wider region to accommodate short term accommodation requirements. This GTAA provides an update to the 2012 GTAA.

West Northamptonshire GTAA 2022

2.49 The GTAA was undertaken by *RRR consultancy Ltd* and assesses accommodation need over the period 2022-2037. It identifies a need for 53 additional Gypsy and Traveller pitches (based on the ethnic identity definition), or 38 pitches (based on PPTS 2015) over the 15-year period. It also identifies a need for 11 additional Travelling Showpeople plots over the same period. In relation to transit provision, the GTAA recommends that the local authority sets up a negotiated stopping places policy to address transit provision.

West Oxfordshire GTAA 2016

2.50 The GTAA assessed accommodation need over the period 2016 to 2031. In relation to Gypsies and Travellers the GTAA found a need for 4 additional pitches for households who meet the PPTS 2015 definition; 14 additional pitches for households who do not meet the PPTS 2015 definition; and between 0 and 15 additional pitches for households whose planning status is unknown. In relation to Travelling Showpeople, the GTAA found a need for 5 additional plots for households who meet the PPTS 2015 definition; 2 additional plots for households who do not meet the PPTS 2015 definition; and between 0 and 1 additional plots for households whose planning status is unknown. In relation to transit provision, the GTAA recommended adoption of a negotiated stopping place policy. On 3 August 2022 the Oxfordshire local authorities issued a joint statement that they will no longer be working on a joint 2050 Local Plan and will be updating the evidence base on a local authority basis.

Summary

2.51 DCLG 'Planning Policy for Traveller Sites' (August 2023) 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 study area in caravans or houseboats. However, for planning purposes, as noted above, the DCLG Planning Policy for Traveller Sites (August 2015) still requires local authorities to identify the accommodation needs of Gypsies, Travellers and Travelling Showpeople who accord with the definition in Annex 1 of the PPTS.

2.52 The GTAA is based on a methodology which provides first, an accommodation need figure based on ethnic identity; and second, a figure based on the PPTS (December

2023). Local planning policies regarding the provision of new Gypsy, Traveller and Showpeople are outlined in respective Core Strategies and Local Plans. Both study area local authorities have developed criteria to determine suitable locations for new sites and yards.

2.53 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 indicate that there remains some Gypsy and Traveller accommodation need throughout the region, but none have suggested a need arising in their area should be met within the study area.

3. Trends in 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 DLUHC 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 DLUHC 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.

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 DLUHC Count includes data concerning Gypsies and Travellers sites[18]. 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 2020 to January 2024.

[18] Data regarding Travelling Showpeople is published separately by the DLUHC as ‘experimental statistics’.

Population

3.6 The total Gypsy and Traveller population residing in the UK is unknown although the government estimate there to be between 100,000 and 300,000 Gypsy and Traveller people19[20]. 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 DLUHC 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 DLUHC. Due to Covid-19 restrictions the Count did not take place in July 2020 or January 2021. The January 2024 Count (the most recent figures available) indicate a total of 22,974 caravans. Applying an assumed three person per caravan[21] multiplier would give a population of 79,896 persons.

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[22], gives a total population of 159,792 persons for England. However, given the limitations of the data this figure can only be very approximate, and may be a significant underestimate.

3.9 The 2021 national census 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 per local planning authority as derived from the 2021 Census. It shows that in March 2021 there were 388 Gypsies and Travellers residing in Warwickshire representing around 0.07% of the usual resident population.[23] This is lower than the average for England & Wales of 0.11%. The proportion of Gypsies and Travellers recorded in the Warwickshire local authorities varied widely with 0.03% of North Warwickshire, 0.04% in Warwick. 0.06% in Rugby, 0.07% in Nuneaton and Bedworth, and 0.11% in Stratford-on-Avon recorded as Gypsies or Travellers. Stratford-on-Avon also recorded the largest population with 146 Gypsies and Travellers recorded by the 2021 Census.

Table 3.1 Gypsy and Traveller Population (2021)

[19] House of Commons 'Tackling inequalities faced by Gypsy, Roma and Traveller communities' April 2019 located at: www.parliament.uk

[20] The House of Lords 'Inequalities Faced by Gypsy, Roma and Traveller Communities' (25 February 2020) provides useful links regarding inequalities faced by the GRT community.

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

[22] Ibid.

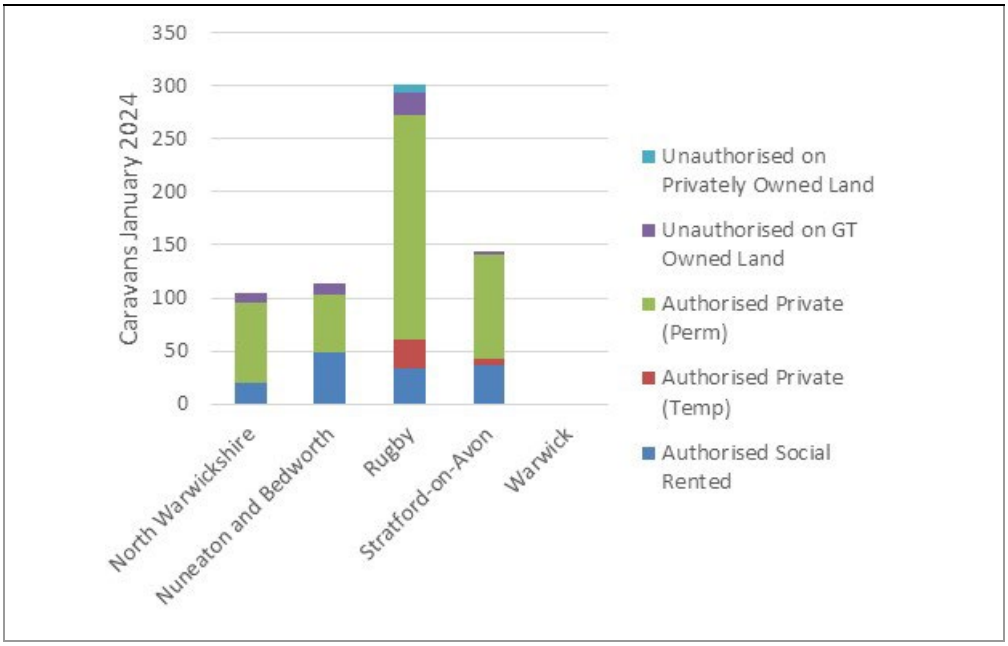
[23] See ONS 2021 Census Table KS201EW Ethic Group located at: http://www.ons.gov.uk/

	Population (no.)	G&T Pop (no.)	G&T Pop (%)
North Warwickshire,	65,036	19	0.03%
Nuneaton & Bedworth	134,198	95	0.07%
Rugby	114,363	73	0.06%
Stratford-on-Avon	134,724	146	0.11%
Warwick	148,454	55	0.04%
Total	596,775	388	0.07%

Source: Census 2021 cited by NOMIS 2022

3.10 Figure 3.1 below shows that a total of 662 caravans were recorded in Warwickshire by the January 2024 Caravan Count. There is some variation in the number of caravans in each local authority with 0 caravans recorded in Warwick, 104 in North Warwickshire, 113 recorded in Nuneaton and Bedworth, 144 in Stratford-on-Avon, and 301 in Rugby. The 662 caravans recorded included 473 caravans on private pitches consisting of 439 with permanent planning permission and 34 with temporary planning permission, 139 caravans located on social rented pitches, 43 unauthorised caravans on land owned by Gypsies and Travellers, and 7 unauthorised caravans located on land not owned by Gypsies and Travellers.

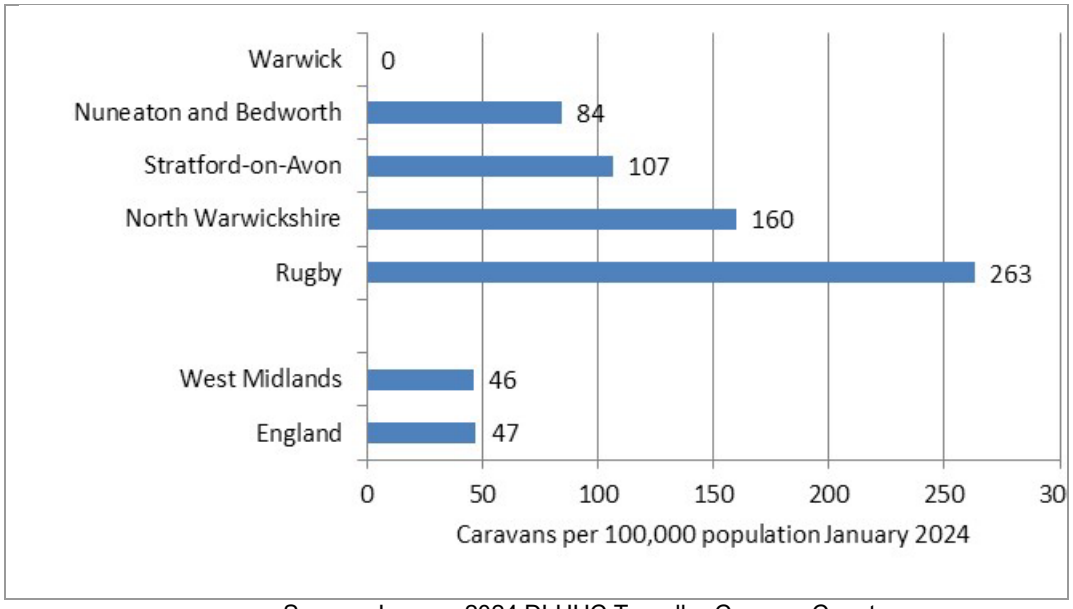
Figure 3.1 Caravans in Warwickshire January 2024



Source: January 2024 DLUHC Traveller Caravan Count

3.11 Figure 3.2 below shows that when the population is taken into account the density of caravans varies. Warwick recorded 0 caravans per 100,000 population. In contrast, Nuneaton and Bedworth recorded 84 caravans per 100,000 population, Stratford-on-Avon 107, North Warwickshire 160, and Rugby 263. This compares to 46 caravans per 100,000 population in relation to the West Midlands and 47 in relation to England.

Figure 3.2 Pro rata comparison of Caravans per 100,000 population January 2024

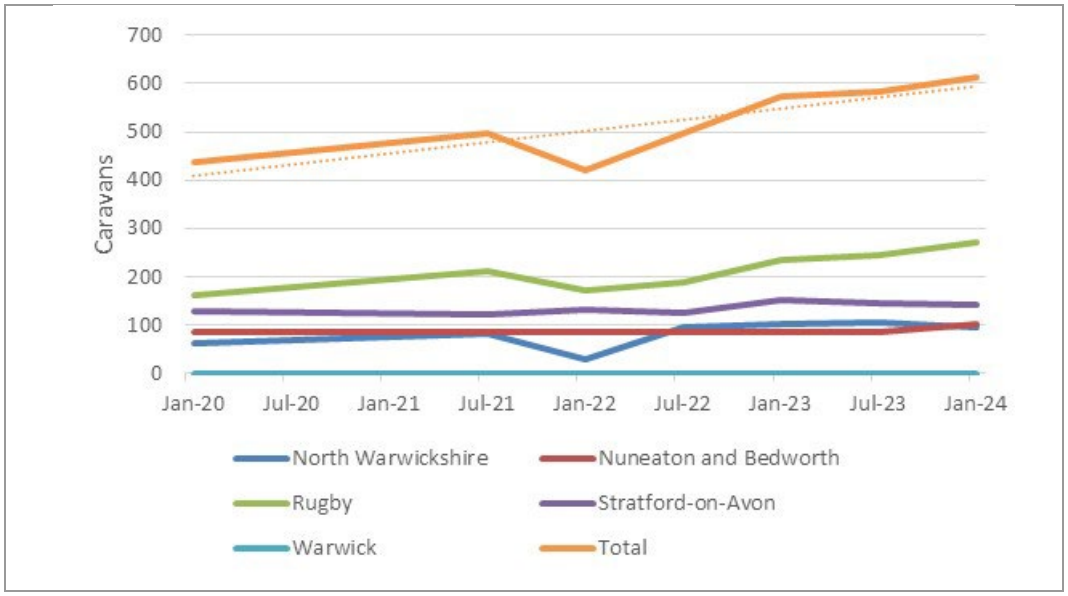


Source: January 2024 DLUHC Traveller Caravan Count

3.12 Figure 3.3 shows the total number of caravans on authorised pitches in Warwickshire over the period January 2020 to January 2024. The number of caravans recorded during the period has varied fairly widely with a maximum of 612 caravans recorded in January 2024 compared to a minimum of 419 caravans recorded in January 2022 (a difference of 193 caravans).

3.13 The dotted trend line shows that over the last 4 years there has been a gradual increase in the number of authorised caravans recorded in the county. Two fifths (41%) of caravans on authorised pitches during the period January 2020 to January 2024 were recorded in Rugby compared with just over a quarter (26%) in Stratford-on-Avon, around a sixth (17%) in Nuneaton and Bedworth, and North Warwickshire (16%). No authorised caravans were recorded in Warwick.

Figure 3.3 Authorised caravans in Warwickshire Jan 2020-Jan 2024



Source: January 2024 DLUHC Traveller Caravan Count

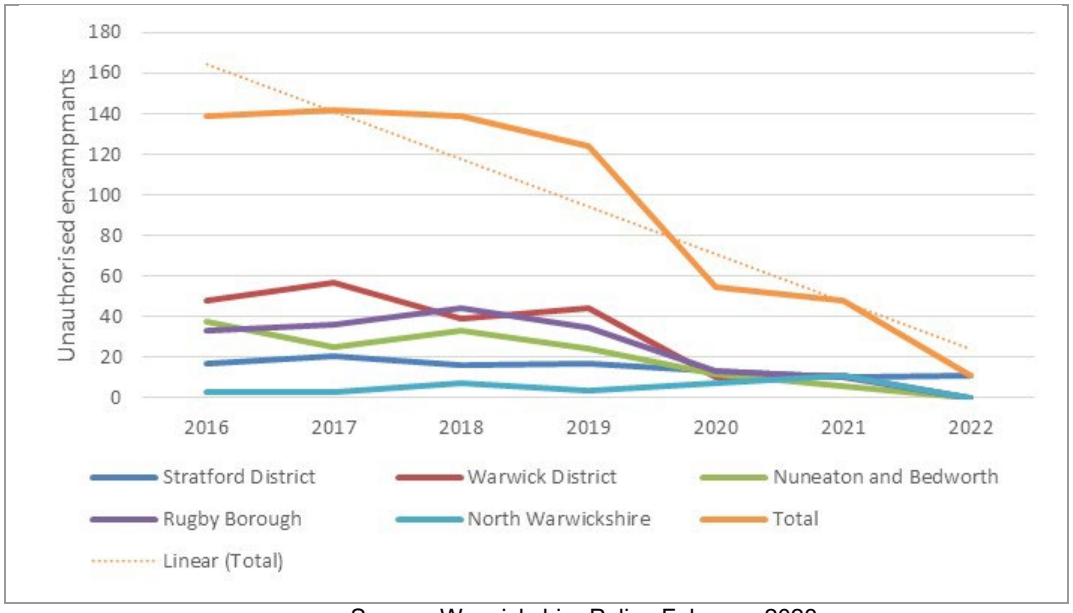
Data on unauthorised sites

3.14 Warwickshire Police record data on unauthorised encampments (i.e. caravans residing temporarily on 'pitches' without planning permission). Figure 3.4 shows the number of caravans recorded by between 2016 and 2023 in each Warwickshire local authority area. The police recorded a total of 658 unauthorised encampments within the county during the 6-year period.

3.15 The dotted trend line shows a gradual decrease in the number of unauthorised encampments over the period 2016 to January 2023 (although Covid-19 restrictions may have impacted on the number of unauthorised encampments recorded during 2020 and 2021. The number of unauthorised encampments recorded in each year ranged from a maximum of 142 in 2017 to a minimum of 11 in 2022.

3.16 On average, almost a third (32%) of unauthorised encampments were recorded by the police in Warwick compared to just above a quarter (26%) in Rugby, just over a fifth (21%) in Nuneaton and Bedworth, and around a sixth (16%) in Stratford-on-Avon. Only a small proportion (5%) were recorded in North Warwickshire. On average, there were 9 vehicles involved in each unauthorised encampment.

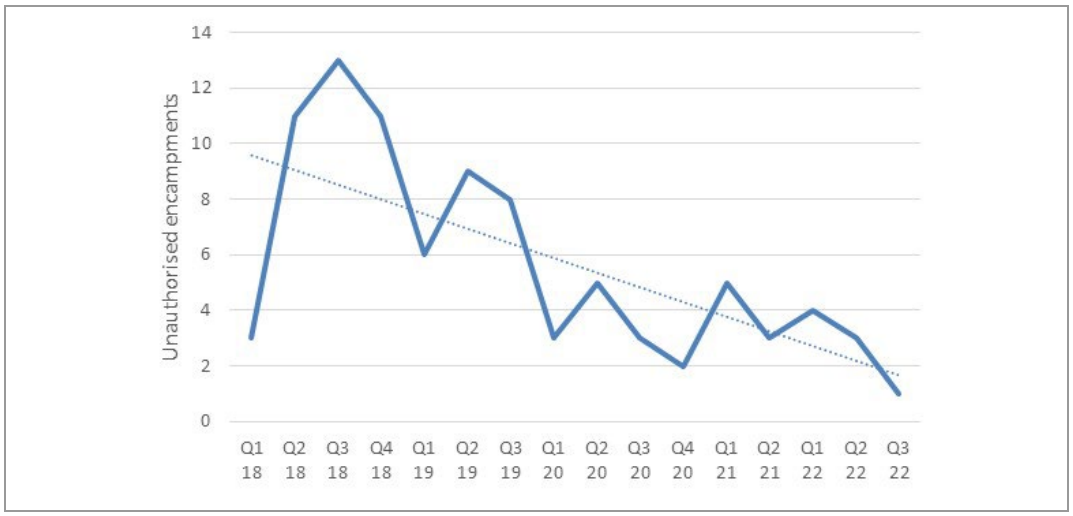
Figure 3.4 Unauthorised caravans in Warwickshire 2016-2022



Source: Warwickshire Police February 2023

3.17 Warwick District Council keep more detailed records of unauthorised encampments taking place within the district. Between Q1 (April to June) 2018 and Q3 (October to December) 2022, 90 unauthorised encampments were recorded in Warwick District. As can be seen from Figure 3.5 below, the number of unauthorised encampments recorded in the district peaked at 13 in Q3 2018 before declining to 1 in Q3 2022. The dotted trend line shows that the number of unauthorised encampments has steadily declined in the district between Q1 2018 and Q3 2022.

Figure 3.5 Unauthorised encampments in Warwick Q1 2018 – Q3 2022



Source: Warwick District Council 2022

3.18 Warwick District Council also record the number of vehicles and the length of stay. On average, 11 vehicles were involved in each unauthorised encampment, and each encampment lasted an average of 4 days with a maximum stay of 19 days recorded

in Q3 2018. Around half (48%) of all unauthorised encampments took place on private land, with just over a third (34%) taking place on land owned by the District Council, and smaller proportions taking place on land owned by Warwickshire County Council (17%) or a parish council (1%). Almost three quarters (73%) of households residing on unauthorised encampments were Irish Travellers, with around a tenth (12%) English Romany Gypsies, and small proportions either a combination of English and Irish Travellers (1%) or New Age Travellers (1%) (in 12% of unauthorised encampments the ethnicity of households was unknown). As can be seen in Table 3.2 below, in two fifths (40%) of unauthorised encampments private action was undertaken against the households, whilst in over a quarter (26%) of cases action was taken by Warwick District Council. In around a sixth (16%) of cases households voluntarily moved on, whilst in around an eighth of cases (12%) the police issued S.60 or S.61 notices (enforcing the households to move on). In a small proportion of cases action was undertaken by the County Council (6%) or the action was unknown (1%).

Table 3.2 Actions against unauthorised encampments Q1 2018 – Q3 2022

Action	No.	%
Private action	36	40%
Warwick DC action	23	26%
Voluntary	14	16%
Police S.60 or S.61 notices	11	12%
County Council action	5	6%
Unknown	1	1%
Total	90	100%

Source: Warwick District Council 2022

Gypsy and Traveller pitches within the study area

3.19 As Table 3.3 shows, in 2024 there are no known authorised pitches in Warwick District. However, there are 12 unauthorised pitches on an unauthorised development. Stratford upon Avon District contains 100 pitches consisting of 63 private pitches with permanent planning permission (7 of which are in the process of being developed and 6 vacant), 30 local authority owned and managed pitches with permanent planning permission, 6 pitches with temporary planning permission and 1 unauthorised development.

Table 3.3 Study area Gypsy and Traveller pitches (2024)

	Private pitches	LA pitches	Temp pitches	UD pitches	Total
Stratford-on-Avon	63	30	6	1	100
Warwick	0	0	0	12	12
Total	63	30	6	13	112

Source: Study area local authorities 2024

Travelling Showpeople

3.20 Data from planning permissions is also available in the study area showing provision for Travelling Showpeople. The cultural practice of Travelling Showpeople is to live on a plot in a yard in static caravans or mobile homes, along with smaller caravans used for travelling or inhabited by other family members (for example, adolescent children). Their equipment (including rides, kiosks and stalls) is usually kept on the same plot. Table 3.4 shows that there are 2 yards in the study area consisting of 11 plots (1 yard in Stratford-on-Avon with 6 plots, and 1 in Warwick with 5 plots).

Table 3.4 Study Showpeople yards (2024)

	Private plots	Temp plots	UD plots	Total
Stratford-on-Avon	6	0	0	6
Warwick	5	0	0	5
Total	11	0	0	11

Source: Study area local authorities 2024

Boat Dwellers

3.21 There are a range of marinas and moorings across the study area including leisure and temporary. There is one area with 7 permanent residential moorings managed by Saltisford Canal Trust (SCT) in Warwick. None of the other marinas in the study area are licensed to accommodate permanent residential boat dwellers 12 months of the year. However, it is possible that some of those moored are permanent boat dwellers who move off the mooring for an agreed period of time, travel the waterways and then return. There are 4 known marinas in the study area consisting of over 500 moorings.

Summary

3.22 The 2021 Census indicates that there were 388 Gypsies and Travellers residing in Warwickshire representing about 0.07% of the total population compared to 0.11% in England. The DLUHC January 2024 Count shows there were 662 Gypsy and Traveller caravans located in Warwickshire including 473 caravans on private pitches consisting of 439 with permanent planning permission and 34 with temporary planning permission, 139 caravans located on social rented pitches, 43 unauthorised caravans on land owned by Gypsies and Travellers, and 7 unauthorised caravans located on land not owned by Gypsies and Travellers.

3.23 In relation to density, as part of the DLUHC January 2024 Traveller Caravan Count, Warwick recorded 0 caravans per 100,000 population. In contrast, Nuneaton and

Bedworth recorded 63 caravans per 100,000 population, Stratford-on-Avon 112, North Warwickshire 169, and Rugby 237. This compares to 46 caravans per 100,000 population in relation to the West Midlands and 47 in relation to England.

3.24 The total number of caravans on authorised pitches in Warwickshire over the period January 2019 to January 2024 varied fairly widely with a maximum of 612 caravans recorded in January 2024 compared to a minimum of 419 caravans recorded in January 2022 (a difference of 193 caravans).

3.25 The number of caravans on unauthorised pitches recorded by in each Warwickshire local authority area. The police recorded a total of 658 unauthorised encampments within the county between 2016 and 2022 (although Covid-19 restrictions may have impacted on the number of unauthorised encampments recorded during 2020 and 2021. The number of unauthorised encampments recorded in each year ranged from a maximum of 142 in 2017 to a minimum of 11 in 2022.

3.26 In 2024 there were no known authorised pitches in Warwick District. However, there are 12 unauthorised pitches on an unauthorised development. Stratford upon Avon District contains 100 pitches consisting of 63 private pitches with permanent planning permission (7 of which are in the process of being developed and 6 vacant), 30 local authority owned and managed pitches with permanent planning permission, 6 pitches with temporary planning permission and 1 unauthorised development. There are also 2 Traveling Showpeople yards in the study area. One in each authority, with 5 plots in Warwick District Council and 6 in Stratford upon Avon District Council. With regards to permanent residential moorings, there are 7 known such moorings across the study area.

4. Stakeholder consultation

Introduction

4.1 This chapter provides data from consultation with a range of stakeholders (service providers). It provides in-depth qualitative insight into the accommodation needs of Gypsies and Travellers, Showpeople and boat dwellers. The aim of this section 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 from the perspective of key service providers in relation to the study area and neighbouring authorities.

4.2 Key stakeholders involved in the consultation included: local authority officers with responsibility for Gypsy, Traveller, Travelling Showpeople and boat dweller issues from within the study area and neighbouring authorities. Also, with representatives from groups who support the different community groups, including National Federation of Gypsy Liaison Groups, Traveller Movement, Canal and River Trust (CRT), National Bargee Traveller Association (NBTA), Residential Boat Owners Association (RBOA), and local and national representatives of the Showmen's Guild of Great Britain and the Association of Circus Proprietors.

4.3 Themes discussed through the consultation included: the need for additional accommodation and facilities; travelling patterns; the availability of land; accessing services; and work taking place to meet the needs of the different community groups. Please note that the views presented below are those of the stakeholders from agencies and organisations who took part in the stakeholder consultation.

Accommodation needs

4.4 Stakeholders commented on the main issues regarding the accommodation needs of Gypsies and Travellers, Travelling Showpeople and boat dwellers in the study area. It was noted that there is one local authority owned site, several privately rented or owned sites, and one Travelling Showpeople yard located in Stratford-on-Avon and none in Warwick. Stakeholders also commented on there being a number of marinas in the study area, particularly in Stratford-on-Avon, which are used for both leisure and permanent residential moorings.

4.5 The poor condition of some sites or those that are located too far away from schools or health facilities and shops may impact on where accommodation need arises. Some Gypsy and Traveller households prefer to be on the edge of communities and/or close to key transport routes. However, by way of an example from elsewhere, it was noted that there are several privately owned Gypsy and Traveller sites along the A5 which are situated close to settled communities.

4.6 Stakeholders cited a range of factors which lead to accommodation need. The main driver of accommodation was determined as a lack of permanent sites, yards, and moorings. Other factors mentioned by stakeholders included: doubling up on existing pitches; unauthorised developments; household formation; concealed families or adults; and older teenage children in need of a pitch of their own in the next 5 years.

4.7 In relation to Gypsies and Travellers residing in bricks and mortar accommodation, it was suggested that many families reside in social rented housing throughout the county, especially in Warwick District. Also, there are some Irish Travellers residing in bricks and mortar accommodation in Stratford upon Avon District. However, such families still want to travel. Gypsies and Travellers residing in bricks and mortar accommodation parking caravans on gardens sometimes led to conflict with the neighbours.

Transit provision and travelling patterns

4.8 Stakeholders suggested that a lack of suitable permanent and transit sites within the county can lead to unauthorised encampments. It was estimated that around 100 unauthorised encampments take place each year throughout the county. However, the number of unauthorised encampments taking place in Stratford-on-Avon was considered by stakeholders to be relatively low.

4.9 It was suggested that Gypsies and Travellers travel on a seasonal basis through agricultural areas to the south and west of the county. Also, that some New Travellers find unobtrusive locations adjacent to main roads in order to sell crafts, mostly wood carvings, and usually leave temporary sites in good order. It was noted that Travelling Showpeople's movements are sometimes dictated by local events e.g. Mop Fairs. The movement of Kenilworth Horse fair to Nottingham may have led to a reduction in the number of unauthorised encampments within the county. Similarly, Covid-19 may have impacted on travelling patterns.

4.10 Most small unauthorised encampments that occur within the county do not impact much on local communities. It was acknowledged by stakeholders that Gypsies and Travellers can sometimes leave unauthorised encampments in a very poor condition. It was suggested that some unauthorised encampments lead to significant fly-tipping, contamination of land, and damage to community resources.

4.11 Warwickshire Police Gypsy and Traveller Liaison Officer has a good relationship with the Gypsy and Traveller community. However, it was also suggested that the police do not always apply a consistent approach to dealing with unauthorised encampments throughout the county. In recent years there had been a shift in unauthorised encampments being perceived as a criminal issue rather than a civil issue. It was noted that Warwickshire Police is robust in using s61 powers of the Criminal Justice and

Public Order Act 1994 directing Travellers to leave land they are temporarily occupying when authorised by a senior police officer.

4.12 An alternative suggested by stakeholders is 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. It was suggested that a shift in policy from removing Gypsy and Traveller households located on unauthorised encampments to agencies implementing a 'code of conduct' would be more cost-effective and save money in the longer term.

Barriers to provision

4.13 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. Another key barrier mentioned by stakeholders was the extent of green belt land within the study area which constrains where potential sites can be located.

4.14 According to some stakeholders, negative attitudes and a lack of understanding of the Gypsy and Traveller community constitute key barriers to new sites. There was concern that public opposition to new sites in areas with already relatively high Gypsy and Traveller population were most likely to attract opposition from the settled community.

4.15 It was suggested that holding information sessions with elected members and service providers could be used to help inform them of the key issues facing Gypsies and Travellers within the county. These could also be used to highlight the aims and objectives of the Gypsies and Travellers Accommodation Assessment (GTAA) and aid in the work of agencies when working with Gypsies and Travellers.

4.16 One key issue discussed by stakeholders was the availability of land for new sites. The stakeholders know of few Gypsy and Traveller families either locally or in neighbouring boroughs that had been able to both buy land and get planning permission to develop it as a permanent site. It was acknowledged that land within Stratford-on-Avon was too expensive for families to buy.

Relationship between Gypsies, Travellers and the settled community

4.17 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 encampments leave sites 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.

4.18 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.

4.19 As such, 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 both groups. 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. It was also suggested that there needs to be more public consultation in relation to considering new Gypsy and Traveller sites.

Access to Health/Education/Services

4.20 Stakeholders were asked if they were aware of any particular health, education or any other service issue experienced by the Gypsies and Travellers and Travelling Showpeople currently based in their local area. Some stakeholders were aware of health and education needs of specific families. Stakeholders suggested that the consideration of planning applications for new sites should involve assessing access to health and education facilities.

4.21 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. The poor condition of some sites can impact on health issues. Stakeholders noted that access to GPs can be difficult with some Gypsy and Traveller families being told that they reside in the 'wrong' postcode area in order to access local health facilities. As such, Gypsy and Traveller families may visit certain GPs with whom they have developed a good relationship. A lack of transport can hinder Gypsy and Traveller families' access to health or education facilities.

4.22 According to stakeholders, the take-up amongst Gypsy and Traveller families within the county at primary school level is "almost 100%". Some families also employ home schooling whilst some Gypsy and Traveller children within the county are attending college or university (although the local media are unlikely to cover educational

success within the community). It was suggested that the cultural tradition of travelling combined with a lack of suitable sites can make it more difficult to educate children. Also, limited school places mean it can be difficult for schools to enrol all children from families containing several siblings.

4.23 Some stakeholders stated that it is essential for new sites to have play areas for children. It was suggested that Gypsy and Traveller sites would now be designed differently i.e. to provide more space for both accommodation and recreation. Some sites are located too close to rail lines or rubbish dumps leading to health issues. Also, a lack of space for parking on some sites can cause issues with vehicles turning around.

Cooperation and joint working

4.24 According to some stakeholders from both within the study area and from surrounding authorities, despite areas of good practice there is still need for better collaborative and coordinated working. Some commented on how communication between agencies within authorities is improving, but there needs to be more cross boundary working. It was noted that there used to be a joint group dealing with Gypsy and Traveller issues chaired by the Warwickshire county council and attended by housing, planning, education, health staff, and the police, although the group no longer meets.

4.25 The joint Warwickshire protocol on unauthorised encampments was cited as a good example of joint working between the county council and local authorities. Also, the positive work of the Office of the Police and Crime Commissioner for Warwickshire (OPCCW) in relation to Gypsy and Traveller issues was acknowledged. The OPCCW has employed a Gypsy and Traveller Liaison Officer whose skills and knowledge were described as “superb” and whom has played an essential role in successfully negotiating with Gypsy and Traveller families residing on unauthorised encampments.

Summary

4.26 The consultation with key stakeholders offered important insights into the main issues within the study area. It was generally acknowledged that there is a lack of permanent and transit accommodation provision throughout the county. A lack of spaces on some sites mean that families have to ‘double up’. Gypsy and Traveller households prefer to be on the edge of communities and/or close to key transport routes. New sites should be accessible to health, education and other facilities. However, they should be located in areas which have the capacity to absorb additional demands for services.

4.27 A lack of suitable permanent and transit sites within the county can lead to unauthorised encampments. It was estimated that around 130 unauthorised encampments take place each year throughout the county. However, the number of unauthorised encampments taking place in Stratford-on-Avon was considered by

stakeholders to be relatively low. A majority of respondents stated that their local areas had experienced increases in unauthorised encampments during the last few years. There is a 'circuit' of families on unauthorised encampments who travel throughout the county. Most small unauthorised encampments that occur within the county do not impact much on local communities. Larger unauthorised encampments consisting of 50 or more vehicles have occurred in the past due to events such as Kenilworth Horse Fair which attracted large numbers of Gypsies and Travellers.

4.28 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. Another key barrier mentioned by stakeholders was the extent of green belt land within the Study area which constrains where potential sites can be located. Negative attitudes and a lack of understanding of the Gypsy and Traveller community constitute key barriers to new sites. It was suggested that holding information sessions with elected members and service providers could be used to help inform them of the key issues facing Gypsies and Travellers within the county.

4.29 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. Access to GPs can be difficult meaning that some Gypsy and Traveller families may visit certain GPs with whom they have developed a good relationship. A lack of transport can hinder Gypsy and Traveller families' access to health or education facilities. The attendance rates of Gypsy and Traveller children attending primary school is very high, and some local Gypsy and Traveller children attend college or university. It was suggested that planning applications for new sites should consider access to health and education facilities.

4.30 Despite areas of good practice there is still need for better collaborative and coordinated working between agencies within the county. The joint Warwickshire protocol on unauthorised encampments was cited as a good example of joint working between the county council and local authorities. Also, the positive work of the Office of the Police and Crime Commissioner for Warwickshire (OPCCW) in relation to Gypsy and Traveller issues was acknowledged.

5. Gypsies and Travellers consultation

Introduction

5.1 This section of the assessment focuses on the consultation with Gypsies and Travellers. It involved questions covering a range of issues related to accommodation and service needs, based on a standard questionnaire. Whilst covering all questions, the method and order of questions varied in order to maximise response rates. Methods ranged from an informal style to a more formal approach which involved asking questions in a specific order.

Methodology

5.2 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, and accommodation needs.

5.3 The response rate for the consultation with households was 86% (72 out of the 80 occupied authorised pitches). However, through a combination of direct consultation (face-to-face and telephone), and information provided by reliable sources, such as neighbours and relatives, it was possible to gather sufficient data representing all 83 known occupied pitches and the 6 temporary pitches, and 13 unauthorised developments.

5.4 The data was used to calculate the level of supply, occupancy and need and which of the two needs categories those with need met. Also, general comments in terms of the key issues were also gathered and recorded, in order to gain and present further insight and evidence the need calculations (summarised below).

5.5 The number and location of pitches were determined using local authority data. Households were consulted on key issues regarding accommodation needs. 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, pitches with planning permission which are planned to be developed or redeveloped, overcrowded pitches, pitches occupied by household members with a need for separate accommodation, and hidden households, amongst other needs issues). Locations where planning permission has lapsed, refused or withdrawn, or where enforcement action has previously taken place, were also visited to confirm occupancy and use.

5.6 Although attempts were made to access Gypsies and Traveller households residing in bricks and mortar accommodation, it was not possible to consult with them. However, an alternative method of determining the accommodation needs of households residing in bricks and mortar accommodation has been applied (see step 15 below). 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 consultation

Existing Supply

5.7 There are a total of 93 authorised pitches in study area. Table 5.1 shows the occupied pitches, vacant pitches (current pitches with planning permission but not occupied at the time of the consultation), and potential pitches (pitches with planning permission expected to be developed or redeveloped and occupied within the first five-year period).

Table 5.1 Occupied, vacant and potential Gypsy and Traveller pitches (authorised supply)

	Occupied	Vacant	Potential	Total
Stratford-on-Avon	80	6	7	93
Warwick	0	0	0	0
Total	80	6	7	93

Source: Study area local authorities 2024

5.8 Table 5.2 below lists the number of authorised pitches per authority including vacant and potential pitches.

Table 5.2 Permanent Gypsy and Traveller pitches per authority (authorised supply)

	Private	LA	Total
Stratford-on-Avon	63	30	93
Warwick	0	0	0
Total	63	30	93

Source: GTAA 2024

5.9 Table 5.3 lists the number of pitches per authority with temporary planning permission and those with no planning permission and recorded as unauthorised developments (including unauthorised pitches tolerated by the respective planning authority and

those with pending applications or appeals). As can be seen in the needs calculations below (Table 5.5) these pitches contribute towards the additional accommodation needs in the area, due to being in need of permanent planning permission and the occupants having accommodation need.

Table 5.3 Gypsy and Traveller pitches without permanent permission per local authority

	Temporary	Unauthorised developments	Total
Stratford-on-Avon	6	1	7
Warwick	0	12	12
Total	6	13	19

Source: GTAA 2024

Permanent accommodation need

5.10 Additional accommodation need mainly derives from: households residing on unauthorised pitches or pitches with temporary planning permission requiring permanent permission; households residing on overcrowded authorised pitches; and new family formations expected to arise from within existing family units. Accommodation need for pitches also derives from households residing in bricks and mortar accommodation. Households residing on sites and stakeholders commented on how it is important to determine this component of accommodation need.

Requirement for permanent residential pitches 2024-2029

5.11 The need for residential pitches in the study area is assessed according to a 15-step process, based on the model suggested in DCLG (2007) guidance and supplemented by data derived from the survey. The results of this are shown in Table 5.4 below, while the subsequent section contains explanations of the sourcing and calculation of figures for each step. The following table (Table 5.4) relates to the study area as a whole.

5.12 As discussed in Chapter 2, there are differing interpretations of the PPTS (December 2023) definition. As such, the needs assessment provides two accommodation needs figures: first, based on ethnic identity (‘Ethnic’ column); and second, based on PPTS 2023 (‘PPTS’ column).

Table 5.4 Estimate of the need for permanent residential site pitches 2024-29

	Ethnic	PPTS
1) Current occupied permanent residential site pitches	80	80
Additional residential supply		
2) Number of unused residential pitches available	6	6
3) Number of existing pitches expected to become vacant through mortality	3	3
4) Net number of households on sites expected to leave the area in next 5 years	0	0
5) Number of households on sites expected to move into housing in next 5 years	0	0
6) Residential pitches planned to be built or to be brought back into use	7	7
Total Additional Supply	16	16
Additional residential need		
7) Seeking permanent permission from temporary sites	6	6
8) Households (on pitches) seeking residential pitches in the area,	0	0
9) Households on transit pitches requiring residential pitches in the area	0	0
10) Households on unauthorised encampments requiring residential pitches	0	0
11) Households on unauthorised developments requiring residential pitches	13	13
12) Households currently overcrowded (or hidden household members)	7	7
13) Net new households expected to arrive from elsewhere	0	0
14) Household formations expected to arise from within existing households	12	12
15) Households in bricks and mortar with need for a pitch	10	0
Total Need	*48*	*38*
Balance of Need and Supply		
Total Additional Pitch Requirement	32	22

Source: GTAA 2024

Requirement for permanent residential pitches 2024-2029: steps of the calculation

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

- The number of Gypsies and Travellers housed in bricks and mortar
- 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

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

Supply of pitches

Supply steps (steps 1 to 6) are the same irrespective of which definition of accommodation need used.

Step 1: Current occupied permanent site pitches

5.15 Based on information provided by the councils and corroborated by site visits and household surveys, there are currently 80 occupied authorised Gypsy and Traveller pitches in the study area.

Step 2: Number of unused residential pitches available

5.16 This relates to those pitches that have planning permission, are developed but not currently in use. There are currently 6 vacant pitches within the study area.

Step 3: Number of existing pitches expected to become vacant

5.17 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 Gypsy and Traveller communities suggesting a life expectancy approximately 10 years lower than that of the general population.[24] This results in the supply of 3 pitches.

Step 4: Number of households in site accommodation expressing a desire to leave the study area and resulting in the creation of a vacant pitch

5.18 None of the households surveyed as part of this GTAA stated that they would like to leave the study area. Also, there is no data regarding households who would like to migrate from outside the study area into it. As such, it is usual to determine both in- and out-migration as 0.

Step 5: Number of households on permanent pitch site accommodation expressing a desire to reside in housing and resulting in the creation of a vacant pitch

5.19 This is determined by survey data. It was assumed that all those currently residing 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. This resulted in a supply of 0.

Step 6: Residential pitches planned to be built or brought back into use

5.20 This is determined by local authority data and from an assessment of sites during visits. Such pitches are referred to as 'potential'. This means that the pitches have been granted planning permission but have not yet been developed. Potential pitches

[24] E.g. L. Crout, *Traveller health care project: Facilitating access to the NHS*, Walsall Health Authority, 1987.

include those which have been partly developed or which were previously occupied but are currently not occupied and in need of redevelopment. There are 7 pitches in the study area that are expected to be built or brought back into use during the period.

Need for pitches

5.21 As discussed in Chapter 2, this needs assessment provides two accommodation needs figures: first, based on ethnic identity ('Ethnic' column); and second, based on PPTS 2023 ('PPTS' column).

Step 7: Seeking permanent permission from temporary sites

5.22 This is determined by local authority data. It is assumed that families residing on pitches whose planning permission expires within the period will still require accommodation within the study area. There are currently no pitches with temporary planning permission located in the study area. This generates a total need in the study area of 6 pitches ('ethnic'), and 6 pitches ('PPTS').

Step 8: Households on pitches seeking residential pitches in the study area and not leading to making a pitch vacant and available for others to occupy

5.23 This is determined by survey data. These households 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.

5.24 This category of accommodation need overlaps with those moving due to overcrowding, counted in step 12, and so any households which both are overcrowded and seeking accommodation are deducted from this total. This generates a total need in the study area of 0 pitches ('ethnic'), and 0 pitches ('PPTS').

Step 9: Households on transit pitches seeking residential pitches in the study area

5.25 This is determined by survey data. These households reported that they required permanent pitches within the study area in the next five years. This generates a total need in the study area of 0 pitches ('ethnic'), and 0 pitches ('PPTS').

Step 10: Households on unauthorised encampments seeking residential pitches in the study area

5.26 Guidance (DCLG 2007) indicates that it should be considered whether alternative accommodation is required for households residing on unauthorised encampments. Using survey data, it has been calculated how many families on unauthorised encampments want residential pitches in the study area. Please note that only Gypsies and Travellers requiring permanent accommodation within the study area have been included in this calculation – transiting Gypsies and Travellers are included

in separate calculations. There were 0 households surveyed on unauthorised encampments within the study area during the survey period.

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

5.27 This was determined by consultation data. The guidance also indicates that the accommodation needs of households 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. This generates a total need in the study area of 13 pitches ('ethnic'), and 13 pitches ('PPTS').

Step 12: Households on overcrowded pitches seeking residential pitches in the area and not leading to making a pitch vacant and available for others to occupy

5.28 This was determined by the consultation. Households which also contain a newly formed households 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 14) their accommodation will no longer be overcrowded. The calculations suggest that the need for additional pitches in the study area to resolve overcrowding over the period are as follows: 7 pitches ('ethnic definition'), and 7 pitches ('PPTS' definition).

Step 13: New households expected to arrive from elsewhere

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

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

5.30 The number of individuals needing to leave pitches to create new households within the period was estimated from consultation and excludes those included in steps 8, 12 and 13. This will result in the formation of 12 new households requiring residential pitches over the period ('ethnic definition'), and 12 pitches ('PPTS' definition).

Step 15: Households in bricks and mortar with need for a pitch

5.31 As stated in Table 5.2, there are 80 occupied authorised pitches in Stratford-on-Avon. It is assumed that the number of households residing in bricks and mortar accommodation equates to the number of households residing on authorised pitches

using a 1-1 ratio i.e. 80 households. Applying a 10% ratio in relation to need based on cultural preference results in a need for 8 additional pitches.

5.32 In relation to Warwick, the number of Gypsy and Traveller households residing in bricks and mortar accommodation was determined using 2021 Census data which records 55 Gypsies and Travellers living in the district. As there are no sites in the district, it is assumed that these households reside in bricks and mortar accommodation. An average household size of 3.7 persons equates to an estimated 15 households. Applying a 10% ratio in relation to those with need for a pitch based on cultural preference results in a need of 1.5 (rounded to 2) additional pitches. The total need arising from those in bricks and mortar with need for a pitch in the study area is 8 pitches (Stratford-on-Avon) + 2 pitches (Warwick) = 10 pitches.

5.33 As the travelling status of households residing in bricks and mortar accommodation is not known, the accommodation needs arising from these households are only included in the 'ethnic' needs figures. This results in a need of 10 additional pitches in relation to the 'ethnic' definition and 0 pitches in relation to the PPTS definition.

Balance of Need and Supply

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

Table 5.5: Summary of Gypsy and Traveller pitch needs 2024-29

	Ethnic	PPTS
Supply	16	16
Need	48	38
Difference	32	22

Source: GTAA 2024

Requirement for permanent residential pitches 2029-2050

5.35 Considering future accommodation need it is assumed that those families with need stemming from households living in bricks and mortar and in need of a pitch, overcrowding, unauthorised developments and encampments will move onto sites within a 5-year period. As such, only natural population increase (same as step 15 above), mortality, and movement into and out of the study area need to be considered. The base figures regarding the number of pitches on sites at the end of the first 5-year period are shown in Table 5.5 below. Please note that the 2024 base figures include both authorised occupied and vacant pitches, whilst the 2029 base figures assume that any potential pitches have already been developed.

5.36 2029 pitch base figures are determined by a number of factors including:

- the number of occupied pitches in 2024 (as determined by the household survey)
- the number of vacant pitches in 2024 (as determined by the household survey)
- the number of potential pitches (as determined by local authority data)
- accommodation need for the period 2024-2029 (as determined by the GTAA)

5.37 It is assumed that by 2029 vacant pitches will be occupied, potential pitches will have been developed and occupied, and any additional need has been met by new supply.

5.38 In relation to this accommodation assessment, analysis of the current population indicates an annual household growth rate of 2.29% per annum (compound) equating to a 5-year rate of 12%. This is based on an analysis of various factors derived from the surveys including current population numbers, the average number of children per household, and marriage rates. A mortality rate of 2.825% applied over the 5-year period leads to a net population growth rate of 9.175%. It is assumed that the population growth rate is likely to continue during the 5-year periods between 2034-2050.

5.39 Table 5.6 shows the accommodation needs for the study area for the periods 2029 to 2050.

Study Area

Table 5.6: Summary of accommodation needs 2029-50 (pitches)

Period	Ethnic definition	PPTS 2023 definition
2029-34	12	11
2034-39	13	12
2039-44	14	13
2044-50	18	16
Total	57	52

Source: GTAA 2024

Requirements for transit pitches / negotiated stopping arrangements

5.40 This assessment recommends that the study area local authorities adopt a negotiated stopping policy (see Chapter 8 for more details, and Appendix 2 for an example negotiated stopping place protocol). This involves households in residing in caravans being able to stop at a suitable location for an agreed and limited period of time, and if necessary, with the provision of services such as waste disposal and toilets. Whilst it is important that all local authorities adopt the negotiated stopping place policy, it could be implemented on an individual local authority, across the study area, or on a countywide basis.

5.41 The term 'negotiated stopping' is used to describe agreed short-term provision for transient Gypsies and Travellers. Caravans on negotiated stopping places are allowed to stay for an agreed amount of time. This could be on private or public land providing the encampment does not cause any danger, problems or nuisance to its occupants or the local community. The arrangement is between the local authority, police, the transient households (and landowner if situated on privately owned land).

5.42 The location of a negotiated stopping place could be where the transient household is located at the time they are identified. If not appropriate, the household could be moved onto an alternative location that is more suitable. It is important for local authorities to respond to the temporary accommodation needs of transiting households within the local authority area rather than simply directing them to neighbouring authorities.

5.43 The characteristics of negotiated stopping places means that there is no inherent cost of purchasing land or the requirement for the local authority to gain planning permission. It is simply an agreement for transiting households to use appropriate land for an agreed period of time and provision of e.g. wheelie bins or skips, and if possible, porta loos and porta showers.

5.44 Also, local authorities should consider allowing visiting family or friends who reside on permanent sites in the local authority area to temporarily reside on the site for an agreed amount of time. This will allow households to temporarily accommodate family and friends without fearing that their licence will be at risk due to having too many caravans on site.

5.45 In conjunction with this, it is also recommended that the local authorities could also consider the development of transit pitches. However, whilst transit sites can address transit need, they require the purchasing of land, planning consent, the development of a site that is suitable to accommodate at least two large encampments at any given time, and management of the site. Analysis of unauthorised encampments in Chapter 3 showed that, on average, there were 9 vehicles involved in each unauthorised encampment. As such, if the authorities do consider the development of transit sites, it is recommended that as a minimum, they collectively develop two transit sites, each site to accommodate between 8 and 10 caravans. Ideally, with one site located in each of the two authority areas. However, it is recommended that this is in conjunction with the implementation of a negotiated stopping places policy. RRR do not recommend relying solely on transit sites without also adopting a negotiated stopping policy. While the Council could opt for a combination of a transit site and the negotiated stopping policy, or just the policy alone, using only a transit site solution without incorporating the policy is considered likely to be ineffective.

Summary

5.46 This chapter has provided both quantitative and qualitative data regarding key characteristics of respondent households residing on Gypsy and Traveller sites. It has determined accommodation needs resulting from the calculations in the tables above for the study area as a whole and the two constituent planning authorities (see Appendix 1 for accommodation needs in relation to each local authority area).

Table 5.7: Gypsy and Traveller permanent accommodation needs for the South Warwickshire Local Plan area (SDC and WDC areas combined)

Period	Ethnic definition	PPTS 2023 definition
2024-29	32	22
2029-34	12	11
2034-39	13	12
2039-44	14	13
2044-50	18	16
Total	89	74

Source: GTAA 2024

6. Showpeople consultation

Introduction

6.1 As described in Chapter 1, this GTAA considers the accommodation needs of Travelling Showpeople. Unlike Gypsies and Travellers, Travelling Showpeople are not considered to be an ethnic minority and, as such, are not protected by the Equality Act 2010. Nonetheless, government guidance (DCLG 'Planning Policy for Traveller Sites' August 2015) indicates that local authorities should consider the accommodation needs of Travelling Showpeople families. As such, they have been included in this report.

Methodology

6.2 The method adopted, as outlined in previous chapters, is based on a combination of secondary data, local authority data on number of authorised and unauthorised plots and yards, confirmation numbers of plots and yards through consulting with households and community representatives (primarily Showmen's Guild of Great Britain and the Association of Circus Proprietors of Great Britain) and consultation with households and the community representatives. The consultation has taken into account all known Travelling Showpeople households residing in the study area on authorised and unauthorised plots[25], with the accommodation needs of all (100%) known plots being considered by the assessment.

6.3 The consultation with the community representatives and the households included questions regarding issues such as: family composition (per plot), occupancy of existing plots (including number of and reasons for vacant and /or undeveloped plots and future plans for plots), management and suitability of current yards and plots (including facilities and services), travelling patterns, health, education and employment, and accommodation needs.

Existing Supply

6.4 Table 6.1 below lists the number of authorised plots, and unauthorised developments (UD) (plots), and yards and plots with temporary planning permission per local authority within the study area (primarily based on data provided by the local authorities).

[25] Please see the Glossary for definitions of Travelling Showpeople yards and plots.

Table 6.1 Showpeople yards and plots per authority (2024)

	TS Yards	TS Plots	UD yards	UD plots	Transit plots
Stratford-on-Avon	1	6	0	0	0
Warwick	1	5	0	0	0
Total	2	11	0	0	0

Source: Study area local authorities 2023

6.5 Consultation is based on all (100%) known plots. The consultation included questions regarding issues such as: family composition (per plot), occupancy of existing plots (including number of and reasons for vacant and /or undeveloped plots and future plans for plots), management and suitability of current yards and plots (including facilities and services), space, travel, work and accommodation needs.

Calculation of Permanent Accommodation Need

6.6 The need for permanent plots for Showpeople in the study area is based on the model suggested in DCLG (2007) guidance and supplemented by data provided by the local authorities. It provides calculation of accommodation need for the period of 2024-2050 in 5-year periods.

Requirement for permanent plots 2024-2029

6.7 The need for plots in the area is assessed according to a 14-step process, based on the model suggested in DCLG (2007) guidance and supplemented by data derived from the survey. The results of this are shown in Table 6.2 below, while the subsequent section contains explanations of the sourcing and calculation of figures for each step.

Table 6.2: Estimate of the need for permanent residential plots 2024-2029

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

Source: GTAA 2024

Requirement for permanent plots 2024-2029: steps of the calculation

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

- The number of existing plots
- The number of families residing on unauthorised encampments requiring accommodation (and surveyed during the survey period)
- The number of unauthorised developments (during the survey period)
- The number of temporary plots
- The number of vacant plots
- The number of planned or potential new plots
- The number of transit plots

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

Supply of permanent plots

Step 1: Current occupied permanent plots

6.10 Based on information provided by the study area local authorities and corroborated by information from the consultation. There are currently 11 occupied plots.

Step 2: Number of unused residential plots available

6.11 As the plots are all occupied there are 0 unused plots.

Step 3: Number of existing plots expected to become vacant

6.12 This is calculated using mortality rates as applied in conventional Housing Needs Assessments. It then calculates the number of plots that would become vacant as a result of mortality. This results in 0 additional plots.

Step 4: Number of households in plot accommodation expressing a desire to leave the study area and resulting in the creation of a vacant plot

6.13 This was determined by survey data. It was assumed, that those currently residing 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. This resulted in the supply of 0 plots.

Step 5: Number of households on permanent plot accommodation expressing a desire to reside in housing and resulting in the creation of a vacant plot

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

6.15 As with step 5, a supply of 0 plots in the study area were expected from this source, excluding those moving out of the study area, since these are already counted in step 4.

Step 6: Residential plots planned to be built or brought back into use

6.16 This can include plots which have been partly developed or which were previously occupied but are now vacant and in need of redevelopment. There are 0 plots in the study area that are expected to be built or brought back into use during the period.

Need for permanent plots

Step 7: Seeking permanent permission from temporary plots

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

Step 8: Households on plots seeking residential plots in the study area and not resulting in the creation of a vacant plot

6.18 This was determined by survey data. These households 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.

6.19 This category of need overlaps with those moving due to overcrowding, counted in step 12, In order to avoid double-counting households which both are overcrowded and seeking accommodation are counted only once. This generates a total need of 0 plots in the study area.

Step 9: Households on transit plots seeking residential plots in the study area

6.20 This generates a total need of 0 plots in the study area.

Step 10: Households on unauthorised encampments seeking residential plots in the study area

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

Step 11: Households on unauthorised developments seeking residential plots in the study area

6.22 There are no unauthorised plots in the study area and therefore there is a need of 0 plots.

Step 12: Households on overcrowded plots seeking residential plots in the study area and not resulting in the creation of a vacant plot

6.23 Overcrowding on a Travelling Showpeople plot may differ to that on Gypsy and Traveller pitch due to the larger need for equipment and vehicle storage. Showpeople require more space for their equipment and vehicles as well as enough space for accommodation such as caravans (static and tourers). This generates a total need of 4 plots in the study area.

Step 13: New households expected to arrive from elsewhere

6.24 This generates a total need of 0 plots in the study area.

Step 14: New family formations expected to arise from within existing households

6.25 This generates a total need of 5 plots in the study area.

Balance of Need and Supply

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

Table 6.3: Summary of permanent Travelling Showpeople plot needs 2024-29

	Plots
Supply	0
Need	9
Difference	9

Source: GTAA 2024

Requirement for permanent residential plots 2029-2050

6.27 Considering future accommodation need, it assumed that those families with need stemming from overcrowding, unauthorised developments and encampments will move onto yards within a 5-year period. As such, only natural population increase (same as step 14 above), mortality, and movement in and out of the study area need to be considered. The base figures regarding the number of plots on yards at the end of the first 5-year period are shown in Table 6.4 below. Please note that the 2024 base figures include both authorised occupied and vacant plots, whilst the 2029 base figures assume that any potential plots have been developed.

6.28 2029 pitch base figures are determined by a number of factors including:

- the number of occupied plots in 2024
- the number of vacant plots in 2024
- the number of potential plots
- accommodation need for the period 2024-2029

6.29 It is assumed that by 2029 vacant plots will be occupied, potential plots will have been developed and occupied, and any additional need has been met by new supply. The new supply for 2029 (base) will be 13 plots.

6.30 In relation to this accommodation assessment, analysis of the current population indicates an annual household growth rate of 2.29% per annum (compound) equating to a 5-year rate of 12%. This is based on an analysis of various factors derived from the surveys including current population numbers, the average number of children per household, and marriage rates. A mortality rate of 2.825% applied over the 5-year period leads to a net population growth rate of 9.175%. It is assumed that the population growth rate is likely to continue during the 5-year periods between 2034-2050.

6.31 Table 6.4 shows the accommodation needs for the study area for the periods from 2029 to 2050.

Study Area

Table 6.4: Summary of permanent accommodation needs 2029-50 (plots)

Period	Plots
2029-32	2
2032-37	2
2037-42	2
2042-47	3
Total	9

Source: GTAA 2024

Summary

6.32 This chapter has provided both quantitative and qualitative data regarding key characteristics of respondent households residing on Travelling Showpeople plots. Accommodation need resulting from the calculations in the tables above are as follows (see Appendix 1 for accommodation needs in relation to each local authority area):

Table 6.5: Travelling Showpeople permanent accommodation needs for the South Warwickshire Local Plan area (SDC and WDC areas combined)

Period	Study area
2024-29	9
2029-34	2
2034-39	2
2039-44	2
2044-50	3
Total	18

Source: GTAA 2024

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.

Methodology

7.2 Given that the requirement to determine the accommodation needs of boat dwellers was only recently introduced by the DCLG Draft Guidance on Housing Needs (Caravans and Houseboats) (March 2016), there is no established method to determine need. As such, the need for residential moorings in the study area is assessed according to DCLG (2007) guidance and supplemented by data provided by the local authorities and consultation with stakeholders (in particular the boat dwellers). It is also in accordance with NBTA guidance. This methodology has previously been used by *RRR Consultancy* to undertake Boat Dweller Accommodation Assessments (BDAAs) on behalf of Oxford City Council (2018) and Wokingham Borough Council (2019), and for other authorities as part of their GTAAs.

7.3 Whist households residing on boats in the study area were consulted, there was an insufficient number to base accommodation needs calculations on household consultation alone. As such, the extent of boat dweller supply and needs was determined by consulting with boat dwellers, boat yard and marina owners and managers, the National Bargee Travellers Association (NBTA), the Canal and River Trust (CRT) and the Saltisford Canal Trust (SCT). It is also based on an analysis of secondary data including an assessment of online data regarding marinas, yards and the waterways in the study area.

Households on boats

7.4 According to stakeholders very few boats within the study area are permanently occupied by families with children. Stakeholders stated that households with older children tend to seek accommodation in housing due to a lack of space and to better access health and education facilities.

7.5 Whilst most boats on local marinas are used for leisure purposes by households with residential accommodation elsewhere, some are being used as a form of permanent accommodation. An unconfirmed number of leisure cruisers are being occupied on a

regular basis, including being used as accommodation during the week by people working in the local area, by students during term-time, and as alternative bed and breakfast facilities.

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 residential moorings and constant cruisers. Some boat dwellers have residential 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 Boats are increasingly being used as student accommodation. Some parents who may have previously purchased a house to accommodate their children whilst at university or college are purchasing boats as a more affordable option. A preferred option is narrow boats. However, some student boat dwellers do not reside on residential moorings and are continuously cruising.

7.8 Some boat dwellers are retired whilst others are unemployed. There are also boat dwellers who previously resided in 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. There is an increasing number of people residing on boats as an alternative form of accommodation.

Permanent accommodation needs

7.9 Whilst many boat dwellers permanently reside on boats due to a desire to live an alternative lifestyle, some do so due to a lack of affordable accommodation. The cost of buying or renting housing in the study area was regarded by stakeholders as leading to boat dwelling as an affordable alternative. However, potential mooring locations are restricted by land ownership and or not suitable for new moorings.

7.10 It is recommended that study area local authorities work closely with the Canal and River Trust (CRT), and organisations such as the National Bargee Traveller Association (NBTA), and existing marinas to address accommodation need. This is particularly important in relation to the CRT who are planning to develop additional permanent and transit moorings in the study area.

Requirement for permanent residential moorings 2024-2050

7.11 There are a range of marinas and moorings across the study area including leisure and temporary. There is one area with 7 permanent residential moorings managed by Saltisford Canal Trust (SCT) in Warwick. None of the other marinas in the study area are licensed to accommodate permanent residential boat dwellers 12 months of the

year. However, it is possible that some of those moored are permanent boat dwellers who move off the mooring for an agreed period of time, travel the waterways and then return. There are 4 known marinas in the study area consisting of over 500 moorings.

7.12 Beyond the known 7 permanent moorings in Warwick, it is not possible to confirm the actual number of permanent residential boat dwellers in the study area as a whole. There is no current council data confirming the number. However, from consultation and data collection and analysis of secondary data, there is anecdotal evidence that there are boat dwellers in need of permanently residential moorings in the study area – consisting of around 4% of boat dwellers who reside on licensed moorings and around 25% of the 40 boat dwellers who moor at the end of gardens, along river and canal banks or are constantly cruising in and around the area. It is estimated that there is a need of 35 permanent residential moorings across the study area over the local plan period. This takes into account current potential need and need resulting from future need (including population growth) over the duration of the local plan.

Table 7.1: Boat Dweller permanent accommodation needs for the South Warwickshire Local Plan area (SDC and WDC areas combined)

Period	Study area
2024-29	30
2029-34	1
2034-39	1
2039-44	1
2044-50	2
Total	35

Source: GTAA 2024

Requirements for transit moorings: 2024-2050

7.13 It is evident that in addition to the need for additional permanent residential moorings in the area, there is also evidence of need for more transit moorings. In particular, constant cruisers have need for additional and more flexible transit moorings. There is not necessarily need for more provision, but there is need to be more flexible lengths of time boat dwellers can stay and as with Gypsies and Travellers, the adoption of negotiated stopping policy would also be effective with addressing transit mooring needs of boat dwellers.

Summary

7.14 It is estimated that there is a need for 35 additional permanent residential moorings across the local plan period. It is recommended that the local authorities liaise with marine and boat yard owners, and agencies such as the NBTA, SCT and CRT, to help determine how boat dweller accommodation needs can be met. It is also recommended that the accommodation need is shared by the study area local authorities which contain navigable waterways.

8. Conclusion and Recommendations

Introduction

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 provision, 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 additional accommodation needs. As previously discussed, this report focusses on the assessment of accommodation need for Gypsies and Travellers, Travelling Showpeople, and boat dwellers.

8.3 The accommodation needs calculations undertaken as part of this GTAA were based on analysis of both secondary data and primary consultation with Gypsies and Travellers, Showpeople and key stakeholders and site owners and managers.

Permanent accommodation needs

8.4 The following outlines the permanent accommodation need over the period of 2024 to 2050 (see appendix 1 for breakdown of need per authority for Gypsies and Travellers and Travelling Showpeople).

Table 8.1: Gypsy and Traveller permanent accommodation needs for the South Warwickshire Local Plan area (SDC and WDC areas combined)

Period	Ethnic definition	PPTS 2023 definition
2024-29	32	22
2029-34	12	11
2034-39	13	12
2039-44	14	13
2044-50	18	16
Total	89	74

Source: GTAA 2024

8.5 In relation to transit provision, it is recommended that the authorities incorporate a policy to address negotiated stopping places for transient and / or visiting Gypsy and Traveller encampments. As such, if the authorities do consider the development of transit sites, it is recommended that as a minimum, they collectively develop two transit sites, each site to accommodate between 8 and 10 caravans. Ideally, with one site located in each of the two authority areas. However, it is recommended that this is in conjunction with the implementation of a negotiated stopping places policy.

Table 8.2: Travelling Showpeople permanent accommodation needs for the South Warwickshire Local Plan area (SDC and WDC areas combined)

Period	Study area
2024-29	9
2029-34	2
2034-39	2
2039-44	2
2044-50	3
Total	18

Source: GTAA 2024

Table 8.3: Boat Dweller accommodation needs for the South Warwickshire Local Plan area (SDC and WDC areas combined)

Period	Study area
2024-29	30
2029-34	1
2034-39	1
2039-44	1
2044-50	2
Total	35

Source: GTAA 2024

The location of new permanent provision

8.6 There is general consensus that smaller sites, yards and moorings are preferred by Gypsy, Traveller, Showpeople and boat dweller communities due to better management and maintenance of provision and security. 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.

8.7 As previously discussed in this document, key part of the brief for this study was to ascertain if there were any locational preferences identified for the future provision of Gypsy and Traveller sites and Showpeople yards. This was considered important to help build an understanding of where any future provision should be located and assist the potential identification of land and sites/yards required. Although the detailed surveys undertaken with and Gypsy, Traveller, and Travelling Showpeople households asked about the preferred location of any new provision, respondents did not state any preference. They were more likely to state that they would prefer to remain close to family members already residing in the study area. Looking at the distances involved across the study area, anywhere within the South Warwickshire Local Plan area (SDC and WDC areas combined) would be acceptable in terms of locating new permanent sites and yards to meet the identified need.

8.8 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 sites, yards, or moorings should also be involved in consultations. In relation to Showpeople, the accommodation need on one yard could be met by the family purchasing adjoining land to develop additional plots. With regards to boat dwellers, there is potential for increasing the provisions of permanent residential moorings on existing yards and marinas. It is important for the study area local authorities to work closely with CRT and NBTA to assist them with the development of new moorings.

8.9 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 an accessible 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 accessible 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 Green Belt, 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?

8.10 Considering the evidence gathered throughout the GTAA, it is likely that the key factors determining new provision 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 accessible 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

8.11 It is apparent from discussions with Gypsy, Traveller households undertaken as part of the household surveys that most households would prefer any new provision built to accommodate existing family members to be situated close to existing provision. However, households were less likely to state preferred locations for any new provision within the study area. Also, whilst households prefer easy access to main roads in order to facilitate travelling, new sites should not be situated too close to main arterial routes as to cause environmental issues such as noise pollution or poor air quality.

8.12 It is important that new provisions are accessible 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. As stated in Chapter 2, the study area local authority Local Plan policies contain locational criteria to help determine suitable locations for the development of new sites or yards.

8.13 The DCLG (2015) guidance states that when considering applications, local planning authorities should attach weight to the following matters:

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

The size of new provision

8.14 Given that there can be management and maintenance issues regarding large sites, it is recommended that any future site and/or extension to existing sites does not exceed 20 pitches. DCLG (2008)[26] 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.

8.15 Based on 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

8.16 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.

Showpeople plots

8.17 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). Due to the need for both accommodation space and space for storage and maintenance of very large

[26] Please note that this publication was withdrawn in September 2015.

equipment, the size and space required for a Showpeople plot needs to much larger than a standard Gypsy and Traveller pitch.

Transit provision

8.18 It is recommended that the local authorities set 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 period.

8.19 According to research undertaken on behalf of the Greater London Authority (GLA) (2019), negotiated stopping is a balanced and humane approach to managing roadside camps. It is based on a mutual agreement between the local authority and Gypsy and Traveller families on matters such as waste disposal and basic temporary facilities. This can sometimes involve directing Gypsy and Traveller households away from contentious public spaces to more appropriate council land. The approach is proven to achieve significant savings in public spending and decreased social costs for Gypsy and Traveller communities.

8.20 The GLA (2019) report cites a number of good practice examples including Hackney. The local authority has worked closely with the Gypsy and Traveller community and involved them in dialogue and negotiation. This has resulted in a consistent practice over many years of allowing stopping time and making provision of basic facilities. There have been many locations in the borough that were common stopping places, some used for short periods of time for families passing through or visiting relatives, others used for months and even a couple of years. The practice was also formalised to an extent through leniency agreements which specified arrangements between the local authority and the Traveller families – this is also incorporated in the council's unauthorised encampment protocol.

8.21 The term 'negotiated stopping' is used to describe agreed short-term provision for transient Gypsies and Travellers. It was first developed by Leeds Gypsy and Traveller Exchange (GATE) and involves local authority officers making an agreement with Gypsies and Travellers on unauthorised encampments. The agreement allows Travellers to stay either on the land they are camped on or move to more suitable land (please see Appendix 1 for an example negotiated stopping place protocol).

8.22 Caravans on negotiated stopping places are allowed to stay for an agreed amount of time. This could be on private or public land providing the encampment does not cause any danger, problems or nuisance to its occupants or local community. The

arrangement is between the local authority, police, the transient households (and landowner if situated on privately owned land).

8.23 The length of the agreement can also vary from 2 weeks to several months but tend to be around 28 days. The agreement is a local one and will vary but may include Travellers agreeing to leave sites clean and not make too much noise with the local authority providing waste disposal and toilets, sometimes showers and water too. However, as Leeds GATE state, negotiated stopping is a locally agreed solution so may differ in different locations. For Negotiated Stopping to work it has to involve local authorities negotiating with roadside Travellers. It will involve talking to and consulting roadside Travellers and working out solutions.

8.24 The location of a negotiated stopping place could be where the transient household is located at the time they are identified. If not appropriate, the household could be moved on to an appropriate alternative location. It is important for local authorities to respond to the temporary accommodation needs of transiting households within the local authority area rather than simply directing them to neighbouring authorities. Also, local authorities should consider allowing households visiting family or friends who reside on permanent sites in the local authority area to temporarily reside on the site for an agreed amount of time.

8.25 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 and allow households with stopover requirement to stay for an agreed period of time.

8.26 In conjunction with this, it is also recommended that the local authorities could also consider the development of transit pitches. However, whilst transit sites can address transit need, they require the purchasing of land, planning consent, the development of a site that is suitable to accommodate at least two large encampments at any given time, and management of the site. Analysis of unauthorised encampments in Chapter 3 showed that, on average, there were 9 vehicles involved in each unauthorised encampment. As such, if the authorities do consider the development of transit sites, it is recommended that as a minimum, they collectively develop two transit sites, each site to accommodate between 8 and 10 caravans. Ideally, with one site located in each of the two authority areas. However, it is recommended that this is in conjunction with the implementation of a negotiated stopping places policy. RRR do not recommend relying solely on transit sites without also adopting a negotiated stopping policy. While the Council could opt for a combination of a transit site and the negotiated stopping policy, or just the policy alone, using only a transit site solution without incorporating the policy is considered likely to be ineffective.

Summary

8.27 The results from this assessment supersede any previous GTAA (including any accommodation need calculated prior to this assessment) for the South Warwickshire local planning authorities. This assessment identifies that there is a overall accommodation need in South Warwickshire a over a 28-year period for 89 additional pitches (ethnic definition), and 74 pitches (PPTS 2023 definition). It is recommended that each of the two local authority areas develop a transit site to accommodate between 8 and 10 caravans.

8.28 There is also a need for 18 additional Travelling Showpeople plots during the same period. The local planning authorities will work with the CRT, SRT and NBTA to address the identified need of 35 residential boat moorings. It is recommended that the authorities incorporate a policy to address negotiated stopping places for transient and / or visiting Gypsy and Traveller encampments. Looking at the distances involved across the study area, anywhere within the South Warwickshire Local Plan area (SDC and WDC areas combined) would be acceptable in terms of locating new permanent sites and yards to meet the identified need.

8.29 It is recommended that the local planning authorities determine which of the accommodation needs figures in relation to Gypsies and Travellers they choose to prioritise in their Local Plans.

8.30 As stated in Chapter 2, the Smith (2022) Court of Appeal case concluded that PPTS 2015 was discriminatory in relation to excluding households who had permanently ceased to travel from being recognised (for planning purposes) as Gypsies and Travellers. As such, this GTAA strongly recommends adopting the 'ethnic' definition accommodation needs figures i.e. meeting the accommodation needs of all households who ethnically identify as Gypsies and Travellers. This will not only demonstrate knowledge of the overall accommodation need of all Gypsies and Travellers, but also how the accommodation needs in relation to households not meeting the PPTS definition are being addressed.

8.31 Alternatively, the local authorities may adopt the 'PPTS 2023' definition accommodation needs figures with the difference between the PPTS 2023 figures and Ethnic' definition being an additional need that the council(s) may choose to meet. This means that the local authorities would first meet the need of 74 (22 within the first 5 years) as the obligation but accept the need of a further 15 (10 within the first 5 years) as potential need if further applications are brought forward through windfalls.

8.32 It is also recommended that the local planning authorities consider the accommodation needs that might materialise over the plan period from households (Gypsies, Travellers, Travelling Showpeople and boat dwellers) not considered by

this assessment. This could include households residing on unauthorised developments, unauthorised encampments, due to in-migration, and those residing in bricks and mortar accommodation. This accommodation need should be considered separate to the need identified below and could be met through windfall applications.

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

- In relation to Gypsies and Travellers and Travelling Showpeople it is recommended that the local authorities work closely with the families to determine how their accommodation need can best be met.
- Also, for the local authorities 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 local authorities 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.
- It is recommended that the local authorities review the planning of unauthorised developments and consider granting permanent status.

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

Planning policy:

- To identify a range of specific sites in sustainable locations of up to 15 pitches/plots in size to be developed only for Gypsy and Traveller and Travelling Showpeople homes[27].
- To consider how the accommodation needs can be met by expanding existing provision and/or providing new sites, yards or moorings, but primarily to meet the need for those on the existing site or related to the current occupants / owners.
- To consider alternative options for developing new sites, yards and moorings such as developing them on a cooperative basis e.g. community land trust, 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

[27] As outlined in the South Warwickshire Local Plan Part 1 – Stage 2: Issues and Options Consultation, January 2023, p.117.

Financial Institutions; and joint ventures with members of the Gypsy and Traveller, Showpeople and boat dweller communities.

- Prior to action being taken against sites or yards being used without planning permission, the local authorities, in partnership with landowners, occupants and relevant agencies (e.g. Showmen's Guild and National Federation of Gypsy Liaison Groups, CRT, SRT and NBTA), to review its current, historic and potential planning status, and review the most effective way forward.
- To consider safeguarding Gypsy and Traveller site and Travelling Showpeople yards with permanent planning permission for their current use unless it can be demonstrated that they are no longer needed to meet identified need.
- Implement a 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 work closely with CRT, SRT and NBTA to meet the needs of the boat dwellers and constant cruisers across the study area.
- To liaise with marinas and boat yards in the area to see which could accommodate more permanent residential moorings (including converting some of their leisure moorings to permanent).
- 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 cultural implications and feelings of isolation.
- Develop a holistic vision for their work on Gypsies, Travellers, Showpeople and boat dwellers 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) to help them to further understand issues relating to the Gypsy and Traveller, 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 in relation to Gypsy, Traveller, Showpeople and boat dweller communities.

- 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.

Appendix 1: Accommodation Needs by District

Stratford-on-Avon District:

Gypsies and Travellers

Current supply of pitches: See below

	Occupied	Vacant	Potential	Total
Stratford-on-Avon	80	6	7	93

Source: Study area local authorities 2024

Need for additional pitches: See below

Table A1.1 Estimate of the need for permanent residential site pitches 2024-2029

	Ethnic	PPTS
1) Current occupied permanent residential site pitches	80	80
Additional residential supply		
2) Number of unused residential pitches available	6	6
3) Number of existing pitches expected to become vacant through mortality	3	3
4) Net number of households on sites expected to leave the area in next 5 years	0	0
5) Number of households on sites expected to move into housing in next 5 years	0	0
6) Residential pitches planned to be built or to be brought back into use	7	7
Total Additional Supply	16	16
Additional residential need		
7) Seeking permanent permission from temporary sites	6	6
8) Households (on pitches) seeking residential pitches in the area, excluding those counted as moving due to overcrowding in step 12	0	0
9) Households on transit pitches requiring residential pitches in the area	0	0
10) Households on unauthorised encampments requiring residential pitches	0	0
11) Households on unauthorised developments requiring residential pitches	1	1
12) Households currently overcrowded (or hidden household members) on pitches seeking residential pitches in the area, excluding those containing emerging households in step 8	7	7
13) Net new households expected to arrive from elsewhere	0	0
14) New household formations expected to arise from within existing households	12	12
15) Households in bricks and mortar with need for a pitch	8	0
Total Need	34	26
Balance of Need and Supply		
Total Additional Pitch Requirement	18	10

Source: GTAA 2024

Table A1.2: Summary of permanent accommodation needs 2024-50 (pitches)

Period	Ethnic definition	PPTS 2023 definition
2024-29	18	10
2029-34	11	10
2034-39	12	11
2039-44	13	12
2044-50	17	15
Total	71	58

Source: GTAA 2024

Travelling Showpeople

Current supply of plots: 1 yard with 6 plots

Need for additional plots: See below

Table A1.3: Estimate of the need for permanent residential plots 2024-2029

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

Source: GTAA 2024

Table A1.4: Summary of permanent accommodation needs 2024-50 (plots)

Period	Plots
2024-29	7
2029-34	1
2034-39	1
2039-44	1
2044-50	2
Total	12

Source: GTAA 2024

Warwick District:

Gypsies and Travellers

Current supply of pitches: No known authorised pitches and 12 occupied unauthorised development pitches.

Need: See below

Table A1.5: Estimate of the need for permanent residential site pitches 2024-2029

	Ethnic	PPTS
1) Current occupied permanent residential site pitches	0	0
Additional residential supply		
2) Number of unused residential pitches available	0	0
3) Number of existing pitches expected to become vacant through mortality	0	0
4) Net number of households on sites expected to leave the area in next 5 years	0	0
5) Number of households on sites expected to move into housing in next 5 years	0	0
6) Residential pitches planned to be built or to be brought back into use	0	0
Total Additional Supply	0	0
Additional residential need		
7) Seeking permanent permission from temporary sites	0	0
8) Households (on pitches) seeking residential pitches in the area	0	0
9) Households on transit pitches requiring residential pitches in the area	0	0
10) Households on unauthorised encampments requiring residential pitches	0	0
11) Households on unauthorised developments requiring residential pitches	12	12
12) Households currently overcrowded (or hidden household members) on pitches	0	0
13) Net new household units expected to arrive from elsewhere	0	0
14) New household formations expected to arise from within existing households	0	0
15) Households in bricks and mortar with need for a pitch	2	0
Total Need	14	12
Balance of Need and Supply		
Total Additional Pitch Requirement	14	12

Source: GTAA 2024

Table A1.6: Summary of permanent accommodation needs 2024-50 (pitches)

Period	Ethnic definition	PPTS 2023 definition
2024-29	14	12
2029-34	1	1
2034-39	1	1
2039-44	1	1
2044-50	1	1
Total	18	16

Source: GTAA 2024

Travelling Showpeople

Current supply of plots: 1 yard with 5 plots

Need for additional plots: See below

Table A1.7: Estimate of the need for permanent residential plots 2024-2029

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

Source: GTAA 2024

Table A1.8: Summary of permanent accommodation needs 2024-50 (plots)

Period	Plots
2024-29	2
2029-34	1
2034-39	1
2039-44	1
2044-50	1
Total	6

Source: GTAA 2024

Appendix 2: Example negotiated stopping place protocol

This agreement is between [Local Authority] and [named head of family]

This agreement relates to the time limited toleration of your encampment on [Local Authority] owned land adjacent to xxxx. The land is shown on the appending map.

The Council is currently willing to tolerate your encampment on the site for a short period of time until xxxx. The Council recognises its legal obligations to carry out needs assessment prior to initiating legal action to recover possession of land.

[Local Authority] reserves the right to terminate this agreement, and to seek to recover possession of the land through court proceedings, at an earlier date if the terms set out below in this agreement are breached.
I ……., and my family agree to adhere to the following terms:

1. You will be asked to park your caravan and vehicles in a designated place on the site. This is to prevent further caravans joining the encampment. Your family must stay within the boundaries of the site.

2. You will be issued with a toilet. This is for the sole use of your family, you will have to ensure this is kept in a reasonable condition. This will be emptied weekly.

3. You will be issued with a bin for all your domestic waste. You are responsible for keeping the area around your caravan clean and tidy. The bin is for the sole use of your family, you will have to ensure this is kept in a reasonable condition. This will be emptied weekly.

4. All dogs must be kept under control and tied up. Dogs must be tied up on a lead or in a kennel during the night or when you leave the site for any period of time. The dog wardens will visit this site if loose dogs are reported.

5. N*o* fires larger than a small cooking fire are to be lit, absolutely no burning of commercial or domestic waste is allowed.

6. The nearest Household Waste for larger items is at …….. Trade waste can be disposed at …….

7. Environmental enforcement officers will monitor the site and take action against any activity likely to cause environmental harm, inconvenience or distress to surrounding occupants such as fly-tipping, excessive noise or use of quad bikes.

8. Give consideration to other people within the local vicinity in terms of noise nuisance and the parking of vehicles.

9. Not to engage in any anti-social behaviour, disorder or fly tipping on or near this site. Horses will not be tolerated on the site and the presence of horses may be regarded as ‘anti social behaviour’ for the purposes of this agreement. Any traps owned by families are not to be used in or around the immediate area.

10. This agreement has been negotiated between [Local Authority] and Gypsy/Traveller people in the [local] area. You are encouraged to cooperate with the Local Authority to make the agreement work by discussing any incidents, concerns or suggestions that may affect the agreement with local authority officers when they visit weekly. You can also telephone the council [phone number], [police liaison officer] or speak to staff at [Third party advocacy where available] if you want them to raise issues on your behalf.

I understand the above points which have been explained to me, and I agree.

Signed……date……

Signed……..date…….....(local authority)

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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 residing on sites to take into account that caravans or mobile homes may contain both bedroom and residing 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:

"... 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).

Cultural preference
Cultural preference in relation to Gypsies and Travellers refers to the specific customs, lifestyle choices, values, and traditions that are preferred and upheld within these communities. These cultural preferences shape their identity and daily living in several ways. Historically, many Gypsies and Travellers have a preference for a nomadic or semi-nomadic lifestyle, valuing the freedom and autonomy it provides. This mobility is not just physical but also a cultural and social dynamic that influences their community structures and interactions.

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

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

Gypsy and Traveller
PPTS 2023:
For the purposes of this 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 or permanently, but excluding members of an organised group of travelling showpeople or circus people travelling together as such. (our emphasis)

The DLUHC 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.

Hidden Household
A household not officially registered as occupying a site/yard or pitch/plot who may or may not require separate accommodation.

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

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

Local Authority Sites
The majority of local authority sites are designed for permanent residential use.

Local Development Documents (LDD)
These include Development Plan Documents (which form part of the statutory development plan) and Supplementary Planning Documents (which do not form part of the statutory development plan). LDDs collectively deliver the spatial planning strategy for the local planning authority's area.

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’)
Member of the settled community who has 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 residing 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. It has 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.

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.

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 offered 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, or likely to be, 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.
PPTS 2023:

For the purposes of this planning policy, the DLUHC 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.

Travelling Showpeople 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.

Travelling Showpeople Yard
An area of land laid out and/or used for Travelling Showpeople for residential occupation, which can be authorised (have planning permission) or unauthorised. Yards can be self-owned by a Travelling Showpeople resident or rented from a private or social landlord. Some yards are leased or rented from the Showmen's Guild. They can vary in type and size although they need to consider the need for residents to store and maintain fairground equipment.

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.