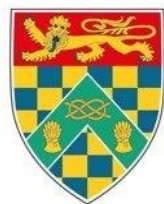


South Kesteven
Gypsy, Traveller, Travelling Showpeople,
Boat Dwellers and Residential Caravan
Dwellers Accommodation Assessment

February 2024

RRR Consultancy Ltd



SOUTH
KESTEVEN
DISTRICT
COUNCIL

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Executive Summary

Introduction

- S1. As part of ongoing work regarding Gypsies and Travellers, South Kesteven District Council commissioned *RRR Consultancy Ltd* to undertake a Gypsy, Traveller and Travelling Showpeople Accommodation Assessment (GTAA) for the period 2021-2041. The results will be used as an evidence base for policy development in housing and planning and supersede any previous GTAA (including any levels of accommodation needs calculated prior to this assessment).
- S2. 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 Planning Policy for Traveller Sites (2023).
- S3. To achieve the study aims, the research drew on a number of data sources including:
- Review of secondary information: a review of national and local planning policies and recently undertaken GTAAs, and analysis of secondary data. This included analysis of the most recently published (July 2023) 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 residential caravan dwellers (there are no boat dwellers within the local authority area as there are no navigable waterways).
 - Consultation with Gypsies, Travellers, and Travelling Showpeople covering a range of issues related to accommodation and service needs.
- S4. The above provided an extensive range of quantitative and qualitative data enabling a robust and reliable assessment of accommodation needs.

Policy context

- S5. 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.

- S6. Whilst it is clear that 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.
- S7. 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.
- S8. 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.
- S9. 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 ethnically recognised Gypsies and Travellers (as in line with the Equality Act 2010), both of whom are covered by the definition of the PPTS 2023, and those outside of the definition.
- S10. In relation to local planning policies, Policy H5 of the Local Plan (adopted January 2020) determines the criteria in relation to proposals for residential Gypsy and Traveller pitches, whilst Policy H6 outlines criteria in relation to proposals for new Travelling Showpeople plots. Policies H5 and H6 will be reviewed as part of the Local Plan (2021-2041) review and updated to reflect the evidence provided by this GTAA.

Population Trends

- S11. The local authority area contained 49 authorised pitches consisting of 35 private pitches with permanent planning permission, 2 private pitches with temporary planning permission, and 12 local authority owned and managed pitches with permanent planning permission. It also contained 15 pitches on unauthorised developments.
- S12. The 2021 Census indicates that there were 958 Gypsies and Travellers residing in Lincolnshire representing around 0.12% of the usual resident population. This is higher than the average for England & Wales of 0.11%. The proportion of Gypsies and

Travellers recorded in the Lincolnshire local authorities varied widely with 0.05% of North Kesteven, 0.07% of South Kesteven, 0.09% of East Lindsey, 0.14% of Lincoln, 0.18% of South Holland, and 0.20% of Boston recorded as Gypsies or Travellers. West Lindsey recorded the largest population with 216 Gypsies and Travellers recorded by the 2021 Census.

- S13. A total of 380 caravans were recorded in Lincolnshire by the July 2023 Caravan Count. There is some variation in the number of caravans in each local authority with 11 caravans recorded in East Lindsey, 13 in Lincoln, 26 in North Kesteven, 29 in Boston, 69 in South Kesteven, 106 in West Lyndsey, and 126 in South Holland. The 380 caravans recorded included 217 caravans on private pitches consisting of 210 with permanent planning permission and 7 with temporary planning permission, 88 caravans located on social rented pitches, and 43 on unauthorised pitches.
- S14. In relation to density, as part of the DLUHC July 2023 Traveller Caravan Count, when the population is taken into account, East Lindsey recorded 8 caravans per 100,000 population, Lincoln 13, North Kesteven 22, Boston 41, and South Kesteven 48. In contrast, West Lindsey recorded 111 caravans per 100,000 population and South Holland 132. This compares to 43 caravans per 100,000 population in relation to the East Midlands and 45 in relation to England.

Accommodation need

- S15. Accommodation need in the local authority area was assessed using analysis of primary and secondary data. The accommodation needs calculation steps, are based on a model in accordance with both previous (2007) and current Practice Guidance (2023) 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.
- S16. Table S1 summarises accommodation need over the period 2021-41. It is important to note that the figures shown in Table S1 include all need as of 2021, including any which may have been identified by previous GTAAs but remained unfulfilled by the time of this assessment. The table shows that 40 new Gypsy and Traveller pitches (based on the ethnic identity definition), and 35 new pitches (based on PPTS 2023) are needed over the period 2021-2041 in the local authority area. In the light of the Lisa Smith case, is it recommended that the Local Plan should seek to meet the 'ethnic' need.
- S17. There is a need for an additional 6 Travelling Showpeople plots, 0 permanent moorings and 27 residential caravan pitches over the same period.

Gypsy and Traveller accommodation need

Table S.1: Summary of accommodation needs 2021-41 (pitches)

Period	Ethnic definition	PPTS 2023 definition
2021-26	20	16
2026-31	6	6
2031-36	7	6
2036-41	7	7
2021-41	40	35

Source: GTAA 2024

Travelling Showpeople accommodation needs

Table S.2: Summary of accommodation needs 2021-41 (plots)

Period	No.
2021-26	3
2026-31	1
2031-36	1
2036-41	1
2021-41	6

Source: GTAA 2024

Boat dweller accommodation needs

Table S.3: Summary of accommodation needs 2021-41 (moorings)

Period	No.
2021-26	0
2026-31	0
2031-36	0
2036-41	0
2021-41	0

Source: GTAA 2024

Residential Caravan dweller accommodation needs

Table S.4: Summary of accommodation needs 2021-41 (pitches)

Period	No.
2021-26	18
2026-31	3
2031-36	3
2036-41	3
2021-41	27

Source: GTAA 2024

- S18. 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.

Conclusions

- S19. There is an overall accommodation need in the local authority area over a 19-year period for 40 additional pitches (ethnic definition), and 36 pitches (PPTS 2023 definition). There is also a need for 6 additional Travelling Showpeople plots during the same period. Due to there being no navigable waterways in the area, there is no additional need for residential boat moorings. There is a need for an additional 27 residential caravan pitches. It is recommended that the authorities incorporate a policy to address negotiated stopping places for transient and / or visiting Gypsy and Traveller encampments.
- S20. It is recommended that the local planning authority determines for itself which of the accommodation needs figures in relation to Gypsies and Travellers it chooses to prioritise in its Local Plan. 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.
- S21. It is also recommended that the local planning authority considers the accommodation needs that might materialise over the plan period from households (Gypsies, Travellers, and Travelling Showpeople) 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.
- S22. 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 authority works closely with the families to determine how their accommodation needs can best be met.
 - Also, for the local authority to provide pre-planning application advice to households who have identified land to help determine if it is suitable to address accommodation need.
 - In order to meet the accommodation needs of Showpeople, it is also recommended that the local authority works 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 authority reviews the planning of unauthorised developments and consider granting permanent status.

S23. As well as quantifying accommodation need, the study also makes recommendations on other key issues including:

Planning policy:

- Implement corporate policy to provide negotiated stopping arrangements to address unauthorised encampments for set periods of time at agreed locations.
- To liaise with owners of the sites and yards to determine how they could expand the number of pitches to meet the family's accommodation needs.
- To consider how the accommodation needs can be met by expanding existing provision and/or providing new sites or yards.
- To consider alternative options for developing new sites and yards 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 authority, in partnership with landowners, occupants and relevant agencies (e.g. Showmen's Guild and National Federation of Gypsy Liaison Groups) to review current, historic and potential planning status, and review the most effective way forward.
- Be more flexible and work with families in relation to the planning conditions they need to adhere to following granting planning permission (in particular taking into account to financial implications and timescale).
- To consider safeguarding Gypsy and Traveller sites 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.
- The population size and demographics of the Gypsy, Traveller, Travelling Showpeople and boat dweller communities can change rapidly. As such, their accommodation needs should be reviewed every 5 to 7 years.

Management:

- Housing organisations need to consider the type of housing allocated to Gypsies and Travellers residing in bricks and mortar in order to minimise the psychological aversion and feelings of isolation.

- Develop a holistic vision for their work on Gypsies, 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, and Travelling Showpeople communities.

1. Introduction

Study context

- 1.1 As part of ongoing work regarding the accommodation needs of Gypsies, Travellers, and Travelling Showpeople, South Kesteven District Council commissioned *RRR Consultancy Ltd* to undertake a Gypsy, Traveller and Travelling Showpeople Accommodation Assessment (GTAA) for the period 2021-2041. The results will be used as an evidence base for policy development in housing and planning and supersede any previous GTAA (including any levels of accommodation needs calculated prior to this assessment).
- 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 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 (July 2022) Ministry of Housing, Communities and Local Government (MHCLG) 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 residential caravan dwellers.
 - Consultation with Gypsies and Travellers and Showpeople, covering a range of issues related to accommodation and service needs.

GTAA local authority area

South Kesteven

- 1.4 South Kesteven covers some 365 square miles in the south-western corner of Lincolnshire. The district borders Leicestershire and Nottinghamshire to the west, and Northamptonshire and Cambridgeshire to the south and east. South Kesteven prides itself on the wealth of open spaces within the market towns, and the attractive countryside that surrounds all settlements within the District. South Kesteven is predominantly rural, with large areas of open farmland, and is well wooded containing over 2,000 hectares of ancient woodland.

- 1.5 Transport accessibility is generally good within the District: Grantham is linked to the north and south by the East Coast Mainline railway which provides a fast link to London. Trains also travel east to the coast. Stamford's rail service travels between Peterborough and Leicester. East Midlands Airport is 35 miles from Grantham, and the ports of Boston, Hull, Harwich and Felixstowe are all accessible from the District. Both Grantham and Stamford have direct access to the A1. However, each of the towns is affected by local congestion. In particular, economic and residential development has been constrained within Grantham and Stamford by the restricted capacity of the local road network¹. Figure 1 shows South Kesteven within the context of neighbouring authorities:

Figure 1: Central Lincolnshire local authority area map



Source: South Kesteven Local Plan January 2020 p.7

¹South Kesteven District Council, Core Strategy, Adopted 5 July 2011.

Summary

- 1.6 Whilst the Housing and Planning Act 2016 removed the requirement for all local authorities to carry out a specific assessment, the accommodation needs of Gypsy and Traveller households are still required to be considered in housing needs assessments. Also, the December 2023 Planning Policy for Traveller Sites (PPTS) reiterates the need for local authorities to evidence the accommodation needs of Gypsies and Travellers and to determine the number, type and location of new provision.
- 1.7 The purpose of this assessment is to quantify the accommodation needs of Gypsies and Travellers, Travelling Showpeople, boat dwellers, and residential caravan dwellers in the local authority area between 2021 and 2041. 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 Plans review work.
- 1.8 However, as there are no navigable waterways, there is no evidence of need for temporary or permanent moorings in the local authority area. Therefore, this study focuses on the accommodation needs of Gypsies, Travellers, Travelling Showpeople and residential caravan dwellers. The research provides a range of quantitative and qualitative data enabling a robust and reliable assessment of accommodation needs.

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.

National Policies

'Planning Policy for Traveller Sites' (PPTS) (December 2023)

- 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. Like the 2015 update, the 2023 version is to be read in conjunction with the National Planning Policy Framework.
- 2.5 The key difference between PPTS 2015 and 2023 is that the former removed the word 'permanently' 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.
- 2.6 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.

2.7 The guidance emphasises the need for local authorities to use evidence to plan positively and manage development. The PPTS requires local authorities to work with neighbouring local authorities to determine transit and permanent pitch and plot targets. It states that in assembling the evidence base necessary to support their planning approach, local authorities should:

- effectively engage with traveller communities
- co-operate with traveller groups to prepare and maintain an up-to-date understanding of the likely permanent and transit/emergency accommodation needs of their areas
- and use a robust evidence base to establish accommodation needs to inform the preparation of local plans and make planning decisions

National Planning Policy Framework (December 2023)

2.8 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 ethnically recognised Gypsies and Travellers (as in line with the Humans Rights Act 1998 and the Equality Act 2010), both who are covered by the definition of the PPTS 2015 and those outside of the definition. Whilst distinguishing between those who travel and do not, it emphasises the need to both assess and address the accommodation of all who are ethnically Gypsies and Travellers. The Human Rights Act 1998 and Equality Act 2010 protect Gypsies and Travellers’ cultural and ethnic way of life, including living in a caravan.

Definition Context

2.9 The DLUHC’s December 2023 definition of Gypsies and Travellers², is set out below:

1. *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.

² See: <https://www.gov.uk/government/publications/planning-policy-for-traveller-sites/planning-policy-for-traveller-sites>.

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

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

2.10 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 minority³.

2.11 The DCLG definition of Travelling Showpeople is:

Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family’s or dependants’ more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily, but excludes Gypsies and Travellers as defined above.⁴

2.12 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 (GTAA’s), Travelling Showpeople are included under the definition of ‘Gypsies and Travellers’ in accordance with The Housing (Assessment of Accommodation Needs) (Meaning of Gypsies and Travellers) (England) Regulations 2006, and the *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 GTAA⁵. 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).

2.13 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.

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

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

⁵ DCLG, *Planning Policy for Traveller Sites*, August 2015 and DCLG, *Draft Guidance to local housing authorities on the periodical review of housing needs (Caravans and Houseboats)* March 2016.

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.

- 2.14 Whilst it is clear that 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.
- 2.15 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 2015 which indicates that Gypsy or Traveller status (for planning purposes) is solely derived from whether there is any employment-related travelling.
- 2.16 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).
- 2.17 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 2010⁷.
- 2.18 Similarly, a local authority rejected a planning application as it determined that the household did not meet the PPTS 2023 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 purposes⁸. Also, in deciding whether to allow a S78 appeal for a site in West Kingsdown, Kent, the Planning Inspector acknowledged that

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.

the local authority included within its future calculations the accommodation needs (in terms of pitches) of 'cultural' Gypsies and Travellers⁹.

- 2.19 Much case law precedes the December 2023 definition. 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 any given time is a poor indicator as to whether someone should be considered a Gypsy or a Traveller'¹⁰.

- 2.20 In September 2019 the Equality and Human Rights Commission published research into the impact of the PPTS 2023 definition on assessing accommodation needs¹¹. The research examined a sample of 20 GTAAAs undertaken since the August 2015 revised definition. The report found that there had been a 73% reduction in accommodation need in post-2015 GTAAAs compared to pre-2015 GTAAAs undertaken by the same local planning authorities.

- 2.21 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'.

⁹ Appeal Ref: APP/G2245/W/17/3170535 Land north-west of Eagles Farm, Crowhurst Lane, West Kingsdown, Kent TN15 6JE 27 November 2018.

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

2.22 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 GTAA's 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 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. It is recommended that the work interpretation of need should simply be used as a form of reference and comparison with other authorities who use this approach.

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

2.23 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 overcrowded¹³ or unsuitable, but who are unable to obtain larger or more suitable accommodation
 - who contain suppressed households who are unable to set up separate family units and
 - who are unable to access a place on an authorised site, or obtain or afford land to develop on.
- Bricks and mortar dwelling households:
 - Whose existing accommodation is overcrowded or unsuitable ('unsuitable' in this context can include unsuitability by virtue of a person's cultural preference not to live in bricks-and-mortar accommodation).

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)

- 2.24 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.
- 2.25 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.
- 2.26 Also, it suggests that as mobility between areas may have implications for carrying out an assessment local authorities should consider:
- co-operating across boundaries both in carrying out assessments and delivering solutions
 - the timing of the accommodation needs assessment
 - different data sources.
- 2.27 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

- 2.28 The Housing and Planning Act, which gained Royal Assent on 12 May 2016, omits sections 225 and 226 of the Housing Act 2004, which previously identified 'gypsies and travellers' as requiring specific assessment for their accommodation needs when carrying out reviews of housing needs. Instead, the Act amends section 8 of the Housing Act 1985 governing the assessment of accommodation needs to include all people residing in or resorting to the local authority area in caravans or houseboats. However, for planning purposes, 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.
- 2.29 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

2.30 Policy H5 of the Local Plan (adopted January 2020) states that in relation to Gypsies and Travellers, proposals for residential Gypsy and Traveller pitches will be supported where:

- a. the proposed site provides an acceptable living environment for its residents;
- b. the site has good access to the highway network and will not cause traffic congestion or safety problems;
- c. the site is in reasonable proximity to shops, schools and health facilities;
- d. the site is not identified as an area at risk of flooding in the Strategic Flood Risk Assessment (SFRA); and
- e. the scale and layout of the site will respect its relationship with any residential (settled) community and not place undue pressure on the local infrastructure.

2.31 In relation to Travelling Showpeople, Policy H6 of the Local Plan (2020) states that proposals for residential Travelling Showpeople yards (or plots) will be supported where:

- a. the proposed site provides an acceptable living environment for its residents, including sufficient space for storage and maintenance of associated equipment;
- b. the site has good access to the highway network and will not cause traffic congestion or safety problems;
- c. the site is in reasonable proximity to shops, schools and health facilities;
- d. the scale and layout of the site will respect its relationship with the residential (settled) community and not place undue pressure on the local infrastructure; and
- e. the site is not identified as an area at risk of flooding in the SFRA.

(South Kesteven Local Plan 2020 pp.41-42)

Duty to cooperate and cross-border issues

- 2.32 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 borders¹⁴.
- 2.33 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.
- 2.34 As part of this assessment, consultation in relation to Gypsies, Travellers and Travelling Showpeople was undertaken with adjoining planning and housing authorities. The findings from the consultation are discussed in detail in Chapter 4.
- 2.35 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 GTAA's recently undertaken by neighbouring or nearby local authorities specifically in relation to accommodation need and travelling patterns.

Boston and South Holland GTAA 2017

- 2.36 The GTAA determined the accommodation needs of boat dwellers as well as Gypsies, Travellers and Travelling Showpeople. It states that there is a "very low" (assumed to be nil) need for additional pitches for Gypsies and Travellers that meet the current (PPTS 2015) planning definition. However, it identifies the need for 3 additional permanent pitches for Gypsy and Traveller households whose travelling status is unknown, and a further 7 pitches for households that do not meet the planning definition. The GTAA identified a need for 13 additional pitches for Gypsy and Traveller households whose travelling status is unknown and a further 2 pitches for households that do not meet the planning definition in South Holland. In Boston up to 10 Gypsy and Traveller households who do not meet the planning definition still have unaddressed accommodation needs to 2036, while in South Holland the figure is 15 households with unaddressed accommodation needs (although it is not clear which period(s) the needs relate to). The GTAA also identifies a need for 1 plot for a non-

¹⁴ It should be noted that the government's white paper 'Planning for the Future' (August 2020) indicates that it intends to abolish the duty to cooperate.

travelling Showpeople Household in South Holland. It did not find any need for additional boat dweller moorings.

Central Lincolnshire GTAA 2020

2.37 The Central Lincolnshire GTAA was undertaken on behalf of the City of Lincoln Council, North Kesteven District Council, West Lindsey District Council, and Lincolnshire. It determined accommodation needs for the period 2019-2040. The GTAA found a need for a further 41 Gypsy and Traveller pitches based on the ethnic identity definition, and 32 pitches based on PPTS 2015 definition over the period 2019-2040. The main drivers of accommodation need within the first 5-year period 2019-2024 were from new family formation and need deriving from psychological aversion to households residing in bricks and mortar accommodation. The GTAA suggested that the accommodation need can be addressed by expanding the number of pitches permitted on existing private sites and/or providing new sites, and authorising pitches on unauthorised developments. In relation to Travelling Showpeople, the GTAA found no further accommodation need for the period 2019-2040. In relation to transit provision, the GTAA recommended that all three Central Lincolnshire local authorities adopt a negotiated stopping policy.

Greater Nottinghamshire and Ashfield GTAA 2021

2.38 The Greater Nottinghamshire and Ashfield GTAA assessed the accommodation needs of Ashfield District Council, Broxtowe Borough Council, Erewash Borough Council, Gedling Borough Council, Nottingham City Council, and Rushcliffe Borough Council for the period 2020-2038. The GTAA found a need for a further 48 Gypsy and Traveller pitches (based on the ethnic identity definition), 33 pitches (based on PPTS 2015), or 20 Pitches ('work' definition) for the period 2020-2038 in the local authority area. In relation to Travelling Showpeople, the GTAA found a need for 44 additional Travelling Showpeople plots over the same period. The GTAA also found a need for approximately 50 additional permanent moorings over the period 2020-2038 as well as a need for additional transit moorings for boat dwellers. In relation to transit provision, the GTAA recommended 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.

Leicester City and Leicestershire GTAA 2017

2.39 For the period 2016-2023 the GTAA identifies a need of 21 additional pitches for households who meet the 2015 PPTS definition, 52 pitches for households whose status is unknown, and 60 pitches for households who do not meet the planning definition. In relation to Travelling Showpeople, the GTAA identifies a need of 59

additional plots for households who meet the 2015 PPTS definition, 14 plots for households whose status is unknown, and 8 plots for households who do not meet the planning definition. The GTAA also recommends transit provision of a minimum of 12 caravan spaces (or managed equivalent) in Leicester City, and a minimum of 36 caravan spaces (or managed equivalent) spread over 2-3 sites elsewhere in Leicestershire.

Mansfield GTAA 2017

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

Newark and Sherwood GTAA 2020

- 2.41 According to the GTAA there is a need for 118 pitches for households that met the PPTS 2015 planning definition; 21 pitches for households whose planning status is undetermined; and 30 pitches for households that do not meet the planning definition. The GTAA states that in relation to households not meeting the definition, the local authority should meet “housing needs through culturally appropriate housing.” (p.30). It found no current or future need for Travelling Showpeople plots. Due to historic low numbers of unauthorised encampments, and the existence of private transit pitches, the GTAA does not recommend that there is a need for a formal public transit site in Newark & Sherwood at the current time.

North Lincolnshire GTAA 2017

- 2.42 The North Lincolnshire Gypsy and Traveller Accommodation Needs Assessment 2017 provides an objective assessment of future pitch requirement for Gypsy and Travellers including Travelling Showpeople in accordance with national policy. The assessment identifies that North Lincolnshire needs to find provision for 10 permanent residential pitches and 13 transit pitches. Currently North Lincolnshire has two locations (Brigg and Kirton in Lindsey) providing permanent Gypsy and Travellers facilities. The two Brigg sites River View and Mill View currently have additional capacity to meet the future additional needs with the scope for future expansion.

North East Lincolnshire GTAA 2014

2.43 The 2014 GTAA identified a need for 12 additional pitches for the period 2014-2029 and no requirement for Travelling Showpeople plots. At the time of the 2014 GTAA there was only one location providing permanent Gypsy and Traveller facilities in the Borough. This was located at Habrough and consisted of two separate but adjacent sites for two related families. In response to the GTAA, the local authority established a second site in 2015 which met a substantial element of the identified need, and provides scope for further expansion in the future to meet additional household formation across the two family groups. The GTAA identified an increase in unauthorised encampments mainly associated with the two existing family groups. Most encampments occur during the summer and are limited to a few days. The GTAA concluded that there is a need for regular review particularly with regard to temporary pitch provision.

South Kesteven and Rutland GTAA 2016

2.44 The GTAA (undertaken by *RRR Consultancy*) assessed the accommodation needs of Gypsies, Travellers, and Travelling Showpeople for the period 2016-2036. It showed a need for a further 32 Gypsy and Traveller pitches and 9 Travelling Showpeople plots over twenty years in South Kesteven, and 13 Gypsy and Traveller pitches and 10 Travelling Showpeople plots in Rutland. The main drivers of need identified were from newly forming families on authorised sites, families living on unauthorised encampments, families living on unauthorised developments, overcrowding and psychological aversion of households living in bricks and mortar accommodation. As records showed low levels of unauthorised encampments within the local authority area, it was recommended that the local authorities consider the potential for negotiated stopping arrangements. The evidence provided by the 2022 GTAA supersedes the 2016 GTAA.

Summary

2.45 DCLG Planning Policy for Traveller Sites (December 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 local authority area in caravans or houseboats. However, for planning purposes, as noted above, 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.

2.46 The GTAA is based on a methodology which provides first, an accommodation need figure based on ethnic identity; second, a figure based on the PPTS (December 2023),

and a third which relates to the work interpretation (where accommodation need only takes account of those who travel in a caravan for work purposes).

- 2.47 Local planning policies regarding the provision of new Gypsy, Traveller and Showpeople are outlined in respective Core Strategies and Local Plans. Both local authority area local authorities have developed criteria to determine suitable locations for new sites and yards.
- 2.48 Given the cross-boundary characteristic of Gypsy and Traveller accommodation issues, it is important to consider the findings of GTAA's produced by neighbouring local authorities. GTAA's 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 local authority area.

3. Trends in population levels

Introduction

- 3.1 This section examines population levels in the GTAA local authority 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 sites¹⁵. 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 2019 to July 2022.

¹⁵ 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 people¹⁶. 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 July 2023 Count (the most recent figures available) indicate a total of 25,220 caravans. Applying an assumed three person per caravan¹⁸ multiplier would give a population of 75,660 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 housing¹⁹, gives a total population of 151,320 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 958 Gypsies and Travellers residing in Lincolnshire representing around 0.12% of the usual resident population.²⁰ This is higher than the average for England & Wales of 0.11%. The proportion of Gypsies and Travellers recorded in the Lincolnshire local authorities varied widely with 0.05% of North Kesteven, 0.07% of South Kesteven, 0.09% of East Lindsey, 0.14% of Lincoln, 0.18% of South Holland, and 0.20% of Boston recorded as Gypsies or Travellers. West Lindsey recorded the largest population with 216 Gypsies and Travellers recorded by the 2021 Census.

¹⁶ House of Commons 'Tackling inequalities faced by Gypsy, Roma and Traveller communities' April 2019 located at: www.parliament.uk

¹⁷ 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.

¹⁸ Niner, Pat (2003), Local Authority Gypsy/Traveller Sites in England, ODPM.

¹⁹ Ibid.

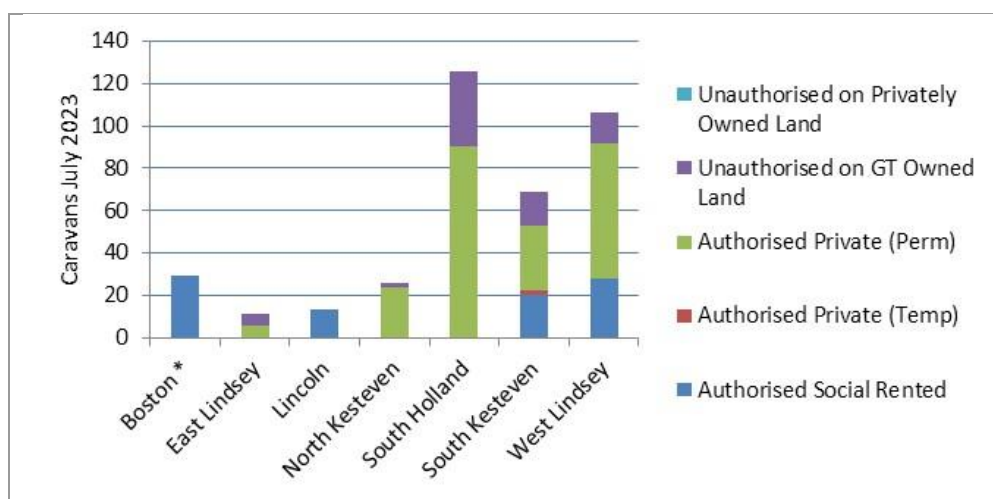
²⁰ See ONS 2021 Census Table KS201EW Ethnic Group located at: <http://www.ons.gov.uk/>

Table 3.1 Lincolnshire Gypsy and Traveller Population (2021)

	Population (no.)	G&T Pop (no.)	G&T Pop (%)
Boston	70,505	142	0.20%
East Lindsey	142,295	123	0.09%
Lincoln	103,814	145	0.14%
North Kesteven	118,072	57	0.05%
South Holland	95,122	168	0.18%
South Kesteven	143,405	107	0.07%
West Lindsey	95,153	216	0.23%
Lincolnshire	768,366	958	0.12%

Source: Census 2021 cited by NOMIS 2024

- 3.10 Figure 3.1 below shows that a total of 380 caravans were recorded in Lincolnshire by the July 2023 Caravan Count. There is some variation in the number of caravans in each local authority with 11 caravans recorded in East Lindsey, 13 in Lincoln, 26 in North Kesteven, 29 in Boston, 69 in South Kesteven, 106 in West Lindsey, and 126 in South Holland. The 380 caravans recorded included 217 caravans on private pitches consisting of 210 with permanent planning permission and 7 with temporary planning permission, 88 caravans located on social rented pitches, and 43 on unauthorised pitches.

Figure 3.1 Caravans in Lincolnshire July 2023

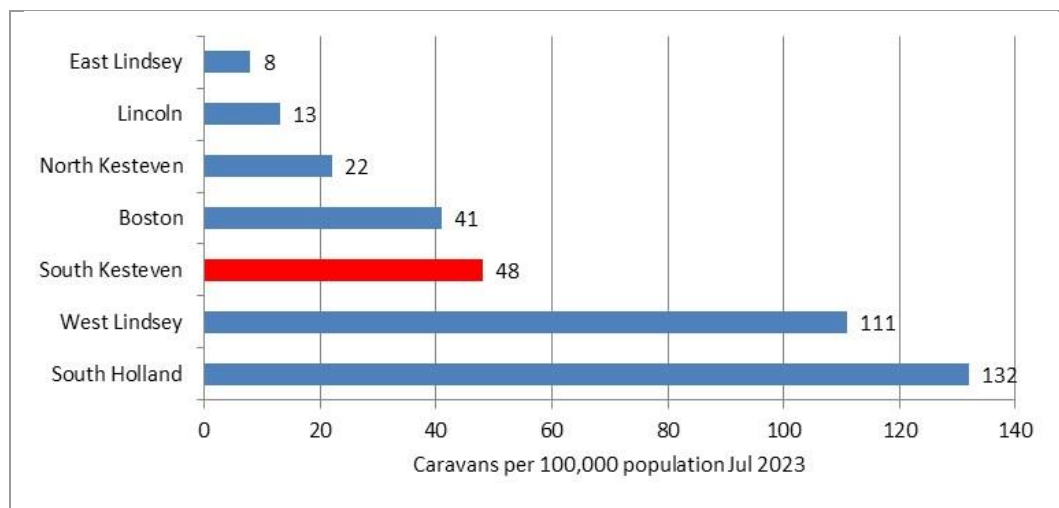
Source: July 2023 DLUHC Traveller Caravan Count

* Based on the July 2021 Count

- 3.11 Figure 3.2 below shows that when the population is taken into account the density of caravans varies. East Lindsey recorded 8 caravans per 100,000 population, Lincoln 13, North Kesteven 22, Boston 41, and South Kesteven 48. In contrast, West Lindsey recorded 111 caravans per 100,000 population and South Holland 132. This compares

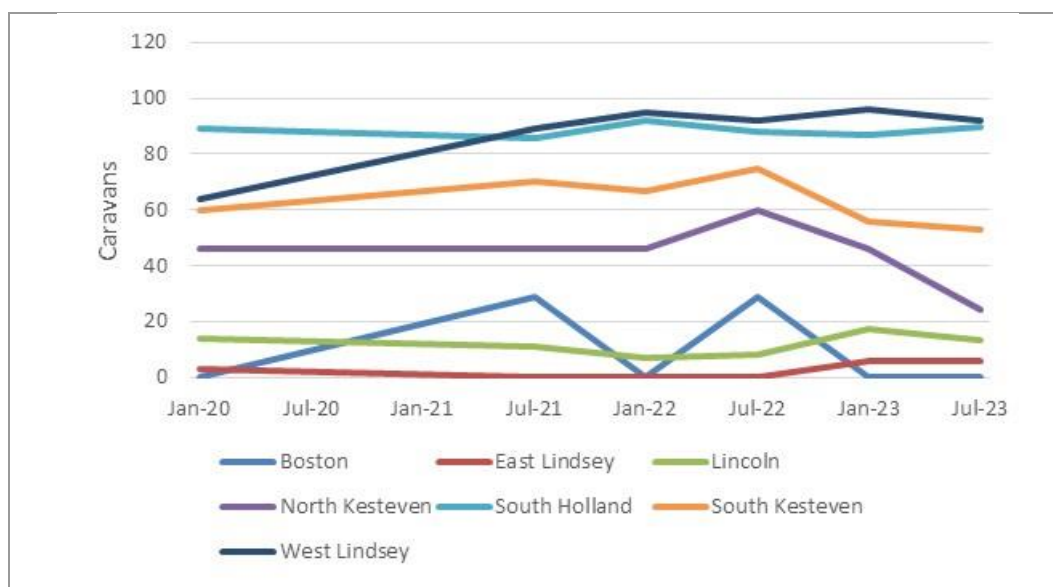
to 43 caravans per 100,000 population in relation to the East Midlands and 45 in relation to England.

Figure 3.2 Pro rata comparison of Caravans per 100,000 population Jul 2023



Source: July 2023 DLUHC Traveller Caravan Count

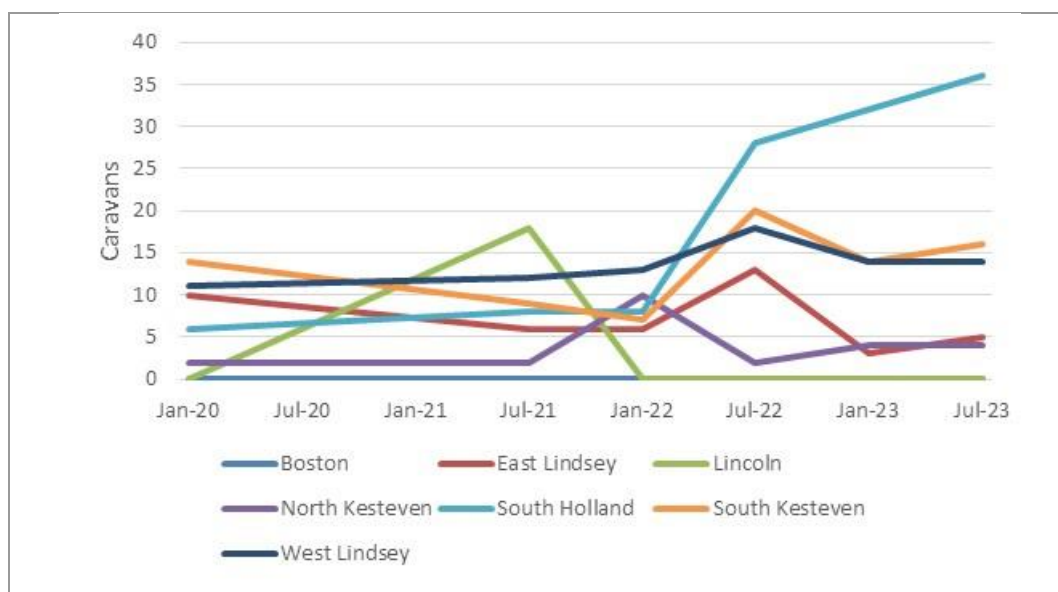
- 3.12 Figure 3.3 shows the total number of caravans on authorised pitches in Lincolnshire over the period January 2020 to July 2023. The number of caravans recorded during the period has varied fairly widely with a maximum of 352 caravans recorded in July 2022 compared to a minimum of 276 caravans recorded in July 2020 (a difference of 76 caravans).
- 3.13 On average, over a quarter of caravans on authorised pitches during the period January 2020 to July 2023 were recorded in South Holland (29%) and West Lindsey (29%), and just over a fifth (21%) in South Kesteven. In contrast, smaller proportions were recorded in north Kesteven (14%), Lincoln (4%), Boston (3%), and East Lindsey (1%).

Figure 3.3 Authorised caravans in Lincolnshire Jan 2020-July 2023

Source: July 2023 DLUHC Traveller Caravan Count

Data on unauthorised sites

- 3.14 DLUHC data on unauthorised encampments (i.e. caravans residing temporarily on 'pitches' without planning permission) is of limited accuracy, although it may indicate general trends. Figure 3.4 shows the number of caravans recorded on unauthorised pitches in Lincolnshire over the period January 2020 to July 2023.
- 3.15 The number of caravans recorded by the DLUHC Traveller Count on unauthorised pitches in Lincolnshire varied from a maximum of 81 caravans recorded in July 2022 compared to a minimum of 43 caravans recorded in January 2020 (a difference of 38 caravans).
- 3.16 On average, over a third of caravans on unauthorised pitches during the period January 2020 to July 2023 were recorded in South Holland, and over a fifth (22%) in both South Kesteven and West Lindsey, around an eighth (12%) in East Lindsey. Few unauthorised caravans were recorded in North Kesteven (7%), Lincoln (5%), or Boston (0%).

Figure 3.4 Unauthorised caravans in Lincolnshire Jan 2020-Jul 2023

Source: July 2023 DLUHC Traveller Caravan Count

Gypsy and Traveller pitches within the local authority area

3.17 As Table 3.2 shows the local authority area contains 49 authorised pitches consisting of 35 private pitches with permanent planning permission, 2 private pitches with temporary planning permission, and 12 local authority owned and managed pitches with permanent planning permission. It also contained 15 pitches on unauthorised developments.

Table 3.2 Local authority area Gypsy and Traveller pitches

Private pitches	Temp pitches	LA pitches	Unauthorised	Total
35	2	12	15	64

Source: South Kesteven District Council 2023

Travelling Showpeople

3.18 Data from planning permissions is also available in the local authority 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. There are 2 yards in South Kesteven consisting of 9 plots.

Boat Dwellers

3.19 There are currently no navigable waterways within the local authority area and, as such, no boat dwellers in need of permanent or transit accommodation. There are two waterways in the local area – the Grantham Canal and River Witham. These

waterways are managed by the Canal and River Trust (CRT). There are plans to restore the Grantham Canal and link it to the River Trent. It is possible that this could lead to some sections of the waterways becoming navigable potentially leading to boat dwellers in need of permanent and transit accommodation. There is no timetable for the development and no estimation if, and when, accommodation need might arise. It is recommended that the development of the canal is monitored by the local authority and that they work closely with the CRT to help determine progress.

- 3.20 The north-west corner of the district is on the River Witham at Claypole just south of Barnby in the Willows. Similar to the Grantham Canal it is currently unnavigable. However, the Witham/Slea Blue-Green Corridor is a £1.29m three-year ecological scheme that will rejuvenate rivers and riverside areas in Grantham and Sleaford. It will establish and improve riverside walks and river environments; safeguard and enhance wildlife habitats; and connect communities along the River Witham and River Slea. However, it is not certain whether the proposed scheme will lead to sections of the River Witham becoming navigable. Again, it is proposed that the local authority monitors the progress of the scheme and liaises closely with the CRT.

Residential Caravan Dwellers

- 3.21 According to local authority and online data, and consultation with stakeholders, there are a range of both residential caravan pitches and sites, and holiday and mixed-use locations. From the data gathered and analysed, there are 300 residential caravan pitches (combination of caravan sites / park homes and small family sites).

Summary

- 3.22 The 2021 Census indicates that there were 958 Gypsies and Travellers residing in Lincolnshire representing about 0.12% of the total population compared to 0.11% in England. The DLUHC July 2023 Count shows there were 380 caravans recorded included 217 caravans on private pitches consisting of 210 with permanent planning permission and 7 with temporary planning permission, 88 caravans located on social rented pitches, and 43 on unauthorised pitches.
- 3.23 In relation to density, as part of the DLUHC January 2023 Traveller Caravan Count, East Lindsey recorded 8 caravans per 100,000 population, Lincoln 13, North Kesteven 22, Boston 41, and South Kesteven 48. In contrast, West Lindsey recorded 111 caravans per 100,000 population and South Holland 132. This compares to 43 caravans per 100,000 population in relation to the East Midlands and 45 in relation to England.

- 3.24 The total number of caravans on authorised pitches in Lincolnshire over the period January 2019 to July 2022 varied fairly widely with a maximum of 352 caravans recorded in July 2022 compared to a minimum of 276 caravans recorded in July 2020 (a difference of 76 caravans).
- 3.25 The number of caravans recorded by the DLUHC Traveller Count on unauthorised pitches in Lincolnshire varied from a maximum of a maximum of 81 caravans recorded in July 2022 compared to a minimum of 43 caravans recorded in January 2020 (a difference of 38 caravans).
- 3.26 In December 2023 the local authority area contained 49 authorised pitches consisting of 35 private pitches with permanent planning permission, 2 private pitches with temporary planning permission, and 12 local authority owned and managed pitches with permanent planning permission. It also contained 15 pitches on unauthorised developments.

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, boat dwellers and caravan 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 local authority area from the perspective of key service providers in relation to the local authority area and neighbouring authorities.
- 4.2 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

- 4.3 Stakeholders were asked about the main issues facing the different community groups in the study area and neighbouring authority areas. In relation to Gypsies and Travellers, it was stated by most stakeholders that there is a need for more permanent and transit provision both within the study area and neighbouring authority areas. As most sites in the study area are privately owned, they are not accessible to all Gypsy and Traveller households with accommodation needs. It was suggested that most Gypsies and Travellers would prefer to occupy family-sized sites consisting of three or four pitches with additional space for visiting friends or families. Stakeholders cited a range of factors which lead to accommodation need.
- 4.4 The main driver of accommodation was determined as a lack of permanent sites, and yards. 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. Some families have had to move out of the area due to being unable to develop a new provision in the area. A large Showpeople family have, for example, moved off the main yard in the local area and have since developed a yard in West Lindsey. There are still family members in the study area.
- 4.5 The quality of facilities on Gypsy and Traveller sites varies widely with families appearing to prefer personal day rooms rather than shared facilities. Lack of access to public services and facilities was regarded as impacting on families' quality of life.

- 4.6 In relation to Showpeople, stakeholders stated that not only is there a lack of accommodation, there is also limited space for the storage and maintenance of equipment. This is a leading factor in relation to the need for new accommodation and leading to overcrowding on yards.
- 4.7 In terms of barriers to new accommodation provision, one issue mentioned by several respondents was a lack of land. It was suggested that it can be difficult for families wanting to develop sites to find and purchase suitable land. A lack of affordable private land means that public land is often used for the development of new sites. However, it is difficult for local authorities to obtain funding for new sites and there is a need to balance affordability and sustainability.
- 4.8 Also, it can be difficult and expensive for families to gain planning permission for new sites. Planning permission is often only granted to families on appeal. There can be strong political opposition at both national and local level to the development of new sites whilst some local communities display 'nimby' attitudes. According to some respondents the stigma associated with Gypsy and Traveller, Showpeople and caravan dweller families mean that some land owners are reluctant to sell to them. Similarly, some local communities attempt to prevent the sale of land to these community groups for new sites.

Travelling patterns

- 4.9 There were few comments in relation to the travelling patterns of Showpeople or residential caravan dwellers. Showpeople travel when hosting fairs or events in the local area or elsewhere. Residential caravan dwellers reside in static caravans and are unlikely to travel.
- 4.10 Respondents commented on the travelling patterns of Gypsies and Travellers throughout the study area and nearby authorities. Generally, respondents stated that it is difficult to determine routes as local authorities tend not to discuss families when crossing borders. According to some respondents families frequently use the A1 and temporarily stay at places such as Grantham, Stamford or Gonerby Moor. Grantham is particularly attractive for transiting families as it contains a couple of sites suitable for temporary stops between journeys. However, a lack of space on existing sites in Grantham mean that visiting families often stay on industrial estates or nearby green lanes.
- 4.11 Families often travel between Lincolnshire, Norfolk and Nottinghamshire. The good transport corridor which runs through South Kesteven means that families often transit throughout the district. There is limited evidence of families setting up unauthorised encampments on Council owned land within South Kesteven although they are usually swiftly moved on.

- 4.12 The main reasons for travelling cited by respondents included for work, leisure, to visit friends and family, and for cultural reasons or tradition. Key events attracting families into an area may include christenings, weddings and funerals or merely because the family are holidaying.
- 4.13 Most respondents stated that there had not been a decrease in unauthorised encampments over recent years. However, Covid-19 restrictions may have led to households being less likely to travel during 2020 and 2021.
- 4.14 Respondents commented on the need for additional transit provision within the study area and surrounding local authorities. According to one respondent there should be some form of transit provision in all authorities. Another commented that there is currently no existing transit provision in either South Kesteven. Transit families can be directed to transit provision and, as such, reduce the number of unauthorised encampments. Alternatively, it was suggested that the low numbers of unauthorised encampments within South Kesteven over recent years means that there is no immediate need for transit provision. Also, it was suggested that additional permanent rather than transit provision would help reduce numbers of unauthorised encampments. However, any new transit provision should be in the form of negotiated stopping arrangements.

Gypsies, Travellers and the settled community

- 4.15 Respondents were asked about the relationship between the different community groups and the settled community. Residential caravan dwellers are regarded as members of the settled community. Some residential caravan dwellers are living in caravans due to seeking an alternative way of life, for financial reasons, due to the housing shortage, or for other personal reasons.
- 4.16 With regard to Showpeople, stakeholders commented on how the relationship tends to good when they are providing a service in the area such as a fair or a show. However, when it comes to applying for planning permission or purchasing land to develop, they often experience similar challenges to those of Gypsies and Travellers.
- 4.17 There were mixed responses. Some respondents stated that there are 'difficult' or 'poor' relations between Gypsy and Traveller families and the settled community. Also, Gypsy and Traveller families may be reluctant to communicate with the settled community and may feel persecuted by authorities. Barriers can be difficult to break down. Also, relations can be strained when there are thefts from local businesses or land and the main suspicion falls on the Gypsy or Traveller community.
- 4.18 In contrast, some respondents described the relationship between Gypsies, Travellers and the settled community as good. This is particularly the case in relation to existing sites which have established good relationships with the settled community over time.

It sometimes takes time for relationships with families on new sites to improve after initial reluctance from the settled community. This becomes easier once Gypsies and Travellers are accepted as people.

- 4.19 There were various respondent suggestions as to how relations between the Gypsy and Traveller and settled community could be improved. It is important to educate the general public about Gypsy and Traveller lifestyles and beliefs. However, the respect should be mutual with Gypsies and Travellers equally seeking to understand the needs of the settled community. This would lead to better integration between the two communities.
- 4.20 Bringing the communities together through mediation or 'get-togethers' or setting up liaison groups with which to discuss and resolve issues might help. This could involve using shared community facilities. Improving education by incorporating cultural awareness of the Gypsy and Traveller lifestyle into the school curriculum or using Gypsies and Travellers themselves to promote awareness could help improve relations.

Health, education and other service needs of Gypsies and Travellers

- 4.21 Generally, respondents stated that in relation to all of the community groups, those residing on permanent sites and yards have no specific health, education or other types of need. It was noted that transiting families may have difficulty accessing services. According to one respondent most Gypsies and Travellers on the road will always have some problems accessing services. It was suggested that service providers need a better understanding of how lifestyles, beliefs, culture etc. can impact on families' willingness to access services. Families who have good access to health and education services may be less likely to travel.
- 4.22 A respondent stated that transiting families often have difficulty accessing health services. This could partly be due to families being unaware of how to access services although it could also be due to the attitude of service providers. Home or online education may be the preferable options for some Gypsy and Traveller families. Low literacy levels can be a barrier to families accessing housing.

Summary

- 4.23 The stakeholder consultation offered important insights into the main issues faced by Gypsies and Travellers within the area. It was generally acknowledged that there is a lack of permanent accommodation provision throughout the study area and surrounding areas. There is a need to ensure that accommodation provision is situated close to services and facilities but not too close to the settled community.

- 4.24 It can be difficult for families wanting to develop sites to find and purchase suitable land. Also, it can be difficult and expensive for families to gain planning permission for new sites. In terms of overcoming barriers to new accommodation provision it was suggested that local authorities should take a more proactive role in identifying suitable land for new sites. Local authorities should take a more proactive role in identifying suitable land for new sites.
- 4.25 In relation to transiting families, it is difficult to determine routes although families frequently use the A1 and temporarily stay at places such as Grantham, Stamford or Gonerby Moor. Also, families often travel between Lincolnshire, Norfolk and Nottinghamshire. There has not been a significant increase in unauthorised encampments in their local area over recent years. However, Covid-19 restrictions may have led to households being less likely to travel during 2020 and 2021.
- 4.26 To summarise, the online survey provided a wealth of qualitative data on the accommodation needs of Gypsy and Traveller families. There is evidence that permanent accommodation need within the area has not yet been fully met and that small family sites are preferred by the Gypsy and Traveller community.

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 (agreed with the steering group). 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 Data gathered was used to calculate supply, occupancy, and need, and in relation to Gypsies and Travellers, which of the three 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).

5.4 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.

5.5 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

5.6 There is a total of 64 pitches in the local authority area including 49 authorised and 15 unauthorised pitches. Table 5.1 shows the number of privately owned pitches (35 pitches), local authority owned or managed pitches (12), authorised pitches with temporary planning permission (2), transit pitches (0), and unauthorised pitches (those located on sites without planning permission).

Table 5.1 Local authority area Gypsy and Traveller pitches

Private pitches	LA pitches	Temporary	Transit	Unauth.	Total
35	12	2	0	15	64

6 Source: GTAA 2024

6.1 Table 5.2 below lists the number of authorised pitches including vacant (current pitches with planning permission but not occupied at the time of the consultation), and potential pitches.

Table 5.2 Local authority area Gypsy and Traveller Occupied pitches

Occupied permanent	Vacant	Potential	Total
39	2	6	47

Source: GTAA 2024

6.2 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 planning authority and those with pending applications or appeals). As can be seen in the needs calculations in 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 planning permission

Temporary	Unauthorised developments	Total
2	15	17

Source: GTAA 2024

Accommodation need

- 6.3 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 residential pitches 2021-2026

- 6.4 The need for residential pitches in the local authority 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.
- 6.5 As discussed in Chapter 2, there are differing interpretations of the PPTS (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 2021-2026

	Ethnic	PPTS
1) Current occupied permanent residential site pitches	39	39
<i>Additional residential supply</i>		
2) Number of unused residential pitches available	2	2
3) Number of existing pitches expected to become vacant through mortality	1	1
4) Net number of family units on sites expected to leave the area (linked to step 13)	3	3
5) Number of family units on sites expected to move into housing	2	2
6) Residential pitches planned to be built or to be brought back into use	6	6
Total Additional Supply	14	14
<i>Additional residential need</i>		
7) Seeking permanent permission from temporary sites	2	2
8) Family units seeking residential pitches in the area	0	0
9) Family units on transit pitches requiring residential pitches in the area	0	0
10) Family units on unauthorised encampments requiring residential pitches	0	0
11) Family units on unauthorised developments requiring residential pitches	15	15
12) Family units currently overcrowded (or hidden or doubling up)	6	6
13) Net new family units expected to arrive from elsewhere (linked to step 4)	3	3
14) New family formations expected to arise from within existing family units	4	4
15) Family units with a psychological aversion to housed accommodation	4	0
Total Need	34	30
<i>Balance of Need and Supply</i>		
Total Additional Pitch Requirement	20	16

Source: GTAA 2024

Requirement for residential pitches 2021-2026: steps of the calculation

6.6 Information from the local authority and the Census as well as evidence from the survey was used to inform the calculations including:

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

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

Supply of pitches 2021-2026

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

Step 1: Current occupied permanent site pitches

- 6.8 Based on information provided by the councils and corroborated by site visits and household surveys, there are currently 39 occupied authorised Gypsy and Traveller pitches in the local authority area.

Step 2: Number of unused residential pitches available

- 6.9 This relates to those pitches that have planning permission, are developed but not currently in use. There are currently 2 vacant pitches within the local authority area.

Step 3: Number of existing pitches expected to become vacant

- 6.10 This is calculated using mortality rates as applied in conventional Housing Needs Assessments. However, the figures for mortality have been increased in accordance with studies of Gypsy and Traveller communities suggesting a life expectancy approximately 10 years lower than that of the general population.²¹ This results in the supply of 1 pitch.

Step 4: Number of family units in site accommodation expressing a desire to leave the local authority area and resulting in the creation of a vacant pitch

- 6.11 None of the households surveyed as part of this GTAA stated that they would like to leave the local authority area. Also, there is no data regarding households who would like to migrate from outside the local authority area into it. 3 households are expected to leave the area within the next five years, resulting in 3 vacant pitches.

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

- 6.12 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 2.

²¹ E.g. L. Crout, *Traveller health care project: Facilitating access to the NHS*, Walsall Health Authority, 1987.

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

- 6.13 This is determined by local authority data and from an assessment of sites during visits. Such pitches are referred to as 'potential'. This means that the pitches have been granted planning permission but have not yet been developed. Potential pitches include those which have been partly developed or which were previously occupied but are currently not occupied and in need of redevelopment. There are 6 pitches in the local authority area that are expected to be built or brought back into use during the period.

Need for pitches 2021-2026

- 6.14 As discussed in Chapter 2, this needs assessment provides three 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

- 6.15 This is determined by local authority data. It is assumed that families residing on pitches whose planning permission expires within the period 2021-2026 will still require accommodation within the local authority area. There are currently 2 pitches with temporary planning permission located in the local authority area.

Step 8: Family units on pitches seeking residential pitches in the local authority area and not leading to making a pitch vacant and available for others to occupy

- 6.16 This is determined by survey data. These family units reported that they 'needed or were likely' to move to a different home in the next five years, and wanted to stay on an authorised site, or that they were currently seeking accommodation.
- 6.17 This category of accommodation need overlaps with those moving due to overcrowding, counted in step 12, and so any family units which both are overcrowded and seeking accommodation are deducted from this total. This generates a total need in the local authority area of 0 pitches ('ethnic'), and 0 pitches ('PPTS').

Step 9: Family units on transit pitches seeking residential pitches in the local authority area

- 6.18 This is determined by survey data. These family units reported that they required permanent pitches within the local authority area in the next five years. This generates a total need in the local authority area of 0 pitches ('ethnic'), and 0 pitches ('PPTS').

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

6.19 Guidance (DCLG 2007) indicates that it should be considered whether alternative accommodation is required for families residing on unauthorised encampments. Using survey data, it has been calculated how many families on unauthorised encampments want residential pitches in the local authority area. Please note that only Gypsies and Travellers requiring permanent accommodation within the local authority 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 local authority area during the survey period.

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

6.20 This was determined by consultation data. The guidance also indicates that the accommodation needs of families living on unauthorised developments for which planning permission is not expected must be considered. Regularising families living on their land without planning permission would reduce the overall level of need by the number of pitches given planning permission. This generates a total need in the local authority area of 15 pitches ('ethnic'), and 15 pitches ('PPTS'). It should be noted that some of the unauthorised developments are 'tolerated' i.e. meaning that no enforcement action is currently, or likely to be, undertaken. Whilst acknowledging that the sites are 'tolerated' by the local authority, as the pitches do not have permanent planning permission or lawfulness status, it is uncertain that they will remain 'tolerated' in the future. As such, accommodation needs arising from both 'tolerated' and 'not tolerated' unauthorised development pitches are included in the needs figures.

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

6.21 This was determined by the consultation. Households which also contain a newly formed family unit that has not yet left are excluded. This is because it is assumed that once the extra family unit leaves (included in the need figures in step 14) their accommodation will no longer be overcrowded. The calculations suggest that the need for additional pitches in the local authority area to resolve overcrowding over the period 2021-2026 are as follows: 6 pitches ('ethnic definition'), and 6 pitches ('PPTS' definition).

Step 13: New family units expected to arrive from elsewhere

- 6.22 In the absence of any data derivable from primary or secondary sources (beyond anecdotal evidence) on the moving intentions of those outside the local authority 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 3 units in the local authority area.

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

- 6.23 The number of individuals needing to leave pitches to create new family units within the period 2021-2026 was estimated from consultation and excludes those included in steps 8, 12 and 13. This will result in the formation of 4 new households requiring residential pitches over the period 2021-2026 ('ethnic definition'), and 4 pitches ('PPTS' definition).

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

- 6.24 Whilst not a medical condition 'psychological aversion' is a term that is accepted as part of accommodation assessments in encapsulating a range of factors that demonstrate an aversion to residing in bricks and mortar accommodation (see DCLG October 2007). The factors concerned can include: feelings of depression, stress, sensory deprivation, feeling trapped, feeling cut off from social contact, a sense of dislocation with the past, feelings of claustrophobia. Proven psychological aversion to residing in bricks and mortar accommodation is one factor used to determine accommodation need.
- 6.25 This was determined firstly by estimating the number of houses occupied by Gypsies and Travellers. Work undertaken by Shelter (2005) estimates that between one-half to two-thirds of the Gypsy and Traveller population reside in bricks and mortar accommodation. From previous GTAA's undertaken by *RRR Consultancy Ltd* it is estimated that 10% of Gypsies and Travellers residing in bricks and mortar accommodation experience psychological aversion and require accommodating on sites. This was based on previous GTAA's undertaken by *RRR Consultancy* in the region including Central Lincolnshire (2013 and 2020), East Staffordshire and Derbyshire GTAA (2015), South Kesteven and Rutland (2016), and Bassetlaw (2019). Local Plan examinations already undertaken have found the GTAA's to be sound.
- 6.26 As stated in Table 5.2, there are 39 occupied authorised pitches in the local authority area. It is assumed that the number of households residing in bricks and mortar

accommodation equates to the number of households residing in authorised pitches using a 1-1 ratio i.e. 39 households.

- 6.27 The travelling status of households in bricks and mortar accommodation is not known. As such, the accommodation needs arising from these households are only included in the 'ethnic' needs figures. This results in a need of 4 additional pitches in relation to the 'ethnic' definition, and 0 in relation to PPTS.

Balance of Need and Supply

- 6.28 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 2021-26

	Ethnic	PPTS
Supply	12	12
Need	32	28
Difference	20	16

Source: GTAA 2024

Requirement for residential pitches 2026-2041

- 6.29 Considering future accommodation need it is assumed that those families with need stemming from psychological aversion to residing in houses, overcrowding, unauthorised developments and encampments will move onto sites within a 5-year period. As such, only natural population increase (same as step 15 above), mortality, and movement into and out of the local authority 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 2021 base figures include both authorised occupied and vacant pitches, whilst the 2026 base figures assume that any potential pitches have already been developed.
- 6.30 It is assumed that by 2026 vacant pitches will be occupied, potential pitches will have been developed and occupied, and any additional need has been met by new supply.
- 6.31 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 2026-2041.

- 6.32 Table 5.6 shows the accommodation needs for the local authority area for the periods 2026-2031, 2031-2036, and 2036-2041.

Table 5.6: Summary of accommodation needs 2021-41 (pitches)

Period	Ethnic definition	PPTS 2023 definition
2026-31	6	6
2031-36	7	6
2036-41	7	7
2026-41	20	19

Source: GTAA 2024

Requirements for transit pitches / negotiated stopping arrangements

- 6.33 It is recommended that in addition to the existing transit provision, that all of the local authority adopts a negotiated stopping policy. This involves caravans being sited 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.
- 6.34 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 local community. The arrangement is between the local authority, police, the transient households (and landowner if situated on privately owned land).
- 6.35 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.

Summary

- 6.36 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 local authority area as a whole.

Table 5.7: Summary of accommodation needs 2021-41 (pitches)

Period	Ethnic definition	PPTS 2023 definition
2021-26	20	16
2026-31	6	6
2031-36	7	6
2036-41	7	7
2021-41	40	35

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 2023) 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.

6.3 The consultation has taken into account all known Travelling Showpeople households residing in the local authority area on authorised and unauthorised plots²², with all (100%) known plots being taken into account in the assessment. Consultation was undertaken with the assistance of the Showmen's Guild of Great Britain and the Association of Circus Proprietors of Great Britain. The yards were visited, and consultation was carried out with representative of some of the households to provide further insight.

6.4 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

6.5 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 local authority area (primarily based on data provided by the local authority).

²² Please see the Glossary for definitions of Travelling Showpeople yards and plots.

Table 6.1 Showpeople yards and plots per authority

TS Yards	TS Plots	UD yards	UD plots	Transit plots
2	9	0	0	0

Source: South Kesteven District Council 2023

- 6.6 Consultation was undertaken in relation to over 90% of Travelling Showpeople households residing in the local authority area on authorised and unauthorised plots, with all (100%) known plots being taken into account in the assessment. 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), and accommodation needs.

Calculation of Accommodation Need

- 6.7 The need for permanent plots for Showpeople in the local authority area is based on the model suggested in DCLG (2007) guidance and supplemented by data provided by the local authority. It provides calculation of accommodation need for the period of 2021-2041 in 5-year periods.

Requirement for plots 2021-2026

- 6.8 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 (individual calculations per local authority is in the appendix).

Table 6.2: Estimate of the need for permanent residential plots 2021-2026

1) Current occupied permanent residential site plots	9
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 (linked to step 13)	2
5) Number of households on sites expected to move into housing	0
6) Residential plots planned to be built or to be brought back into use	0
Total Supply	2
Current residential need: Plots	
7) Seeking permanent permission from temporary plots	0
8) Households seeking residential plots in the area	2
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 or doubling up)	0
13) Net new households expected to arrive from elsewhere (linked to step 4)	2
14) New family formations expected to arise from within existing households on sites	1
Total Need	5
Balance of Need and Supply	
Total Additional Plot Requirement	3

Source: GTAA 2024

Requirement for plots 2021-2026: steps of the calculation

6.9 Information from the local authority 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

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

Supply of plots 2021-2026**Step 1: Current occupied permanent plots**

6.11 Based on information provided by the local authority and corroborated by information from the consultation. There are currently 9 occupied plots.

Step 2: Number of unused residential plots available

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

Step 3: Number of existing plots expected to become vacant 2021-2026

6.13 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 local authority area and resulting in the creation of a vacant plot

6.14 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 family units on permanent plot accommodation expressing a desire to reside in housing and resulting in the creation of a vacant plot

6.15 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.

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

Step 6: Residential plots planned to be built or brought back into use, 2021-2026

6.17 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 local authority area that are expected to be built or brought back into use during the period 2021-2026.

Need for plots 2021-2026

Step 7: Seeking permanent permission from temporary plots

6.18 This is determined by local authority data. It is assumed families residing on plots whose planning permission expires within the period 2021-2026 will still require accommodation within the local authority area. There are currently 2 plots with temporary planning permission located in the area.

Step 8: Households on plots seeking residential plots in the local authority area 2021-2026 and not resulting in the creation of a vacant plot

6.19 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.

6.20 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 local authority area.

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

6.21 This generates a total need of 0 plots in the local authority area.

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

6.22 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 local authority area

6.23 There are no unauthorised plots in the local authority area and therefore there is a need of 0 plots.

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

6.24 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 0 plot in the local authority area.

Step 13: New households expected to arrive from elsewhere

6.25 This generates a total need of 0 plots in the local authority area.

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

6.26 This generates a total need of 1 plot in the local authority area.

Balance of Need and Supply

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

Table 6.3: Summary of Travelling Showpeople Plot Needs 2021-26

	Need
Additional Supply	2
Additional Need	5
Need	3

Source: GTAA 2024

Requirement for residential plots 2026-2041

- 6.28 Considering future accommodation need, it assumed that those families with need stemming from psychological aversion to residing in houses, 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 local authority 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 2021 base figures include both authorised occupied and vacant plots, whilst the 2021 base figures assume that any potential plots have been developed.
- 6.29 It is assumed that by 2026 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 2026 (base) will be 12 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 2026-2041.
- 6.31 Table 6.4 shows the accommodation needs for the local authority area for the periods 2026-2031, 2031-2036, and 2036-41.

Table 6.4: Summary of accommodation needs 2026-41 (plots)

Period	Need
Total 2026-31	1
Total 2031-36	1
Total 2036-41	1
Total 2026-41	3

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:

Table 6.5: Summary of accommodation needs 2021-41 (plots)

Period	Need
2021-26	3
2026-31	1
2031-36	1
2031-41	1
2021-41	6

Source: GTAA 2024

7. Residential Caravan Dwellers

Introduction

- 7.1 As described in Chapter 1, this chapter considers the accommodation needs of permanent residential caravan dwellers who do not consider themselves to be Gypsies, Travellers or Travelling Showpeople. Unlike Gypsies and Travellers, residential caravan dwellers are not considered to be an ethnic minority and, as such, are not protected by the Equality Act 2010. However, recent Government guidance (March 2016) and paragraph 124 of the Housing and Planning Act 2016 indicates that local authorities should consider the accommodation needs of residential caravan dwelling households.

Methodology

- 7.2 This methodology is similar to that previously used by *RRR Consultancy* to undertake Residential Caravan Accommodation Assessments on behalf of Norwich, South Norfolk, North Norfolk, Broadlands, Broads Authority and Great Yarmouth (2016) and Broads Authority and Great Yarmouth (2022) and as part of GTAAs.
- 7.3 According to local authority and online data, and consultation with stakeholders, there are a range of both residential caravan pitches and sites, and holiday and mixed-use locations. From the data gathered and analysed, there are 300 residential caravan pitches (combination of caravan sites / park homes and small family sites).

Existing Supply

- 7.4 The following provides the known overall number of residential pitches (including private family sites and registered park homes) per authority for the local authority area as a whole. From the data gathered and consultation with site managers and owners it is determined that there are 4 residential caravan sites / caravan parks and small family sites located within the local authority area, with a total of 300 pitches.

Consultation

- 7.5 There is a long history of households residing on residential caravan sites, including on a mobile park, across the local authority area. Site managers and owners commented on how residing in a caravan is popular amongst retirees. However, they are aware of increasing demand for residential caravans across a range of age groups. This is due to households considering residential caravans as an affordable alternative to residing in bricks and mortar accommodation.
- 7.6 Similar to those residing on boats, many households residing on residential pitches consist of single people or couples, with a small proportion occupied by households with children. Some of the residential sites apply occupation criteria such as residents

having to be aged 50 years or over. Also, some sites do not allow children or pets (unless small household pets) on site. Some households move into caravans on a temporary basis until they can afford to buy or rent accommodation in the local area. This enables them to register on housing waiting lists which have minimum length of residency criteria.

Calculation of Accommodation Need

- 7.7 Given that the requirement to determine the accommodation needs of residential non-Gypsy or Traveller caravan 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. The need for permanent residential pitches in the local authority area is based on the model suggested in DCLG (2007)²³ guidance and consultation with stakeholders.
- 7.8 Whilst this guidance relates specifically to assessing needs for Gypsy and Traveller accommodation, it is considered appropriate for assessing needs for residential caravan dwellers (please note that residential caravan sites with more permanent structures are often referred to as 'mobile home parks').
- 7.9 The PPTS definition does not apply to accommodation need for residential caravan dwellers, as non-Gypsy and Traveller caravan dwellers primarily do not travel in their caravans, and a substantial proportion of the caravans they occupy are static caravans unable to move. Also, it should be acknowledged households may reside in residential caravans due to a 'lifestyle' choice or as an affordable alternative to residing in bricks and mortar accommodation.

Requirement for Residential Pitches 2021-2026

- 7.10 The levels of supply and need were based on an estimation of the following:
- Number of mobile park homes / sites in the local authority area
 - Total number of mobile home/park home units in the local authority area
 - Number of current and potential vacant pitches
 - Level of demand
 - Whether these are the main residence of the occupiers or secondary/holiday accommodation
- 7.11 It has not been possible to determine the proportions of private rented or owner-occupied pitches, or to determine levels of affordability. It is important to note that whilst residing in a caravan is primarily a lifestyle choice for most people who opt for this form

²³ Although the guidance was withdrawn in December 2016 it remains useful as a model for determining accommodation need.

of accommodation, there are some residing in caravans due to financial issues and being unable to afford an alternative.

- 7.12 The following illustrates how the consultation and the other methods discussed above, have resulted in an estimated requirement for a further 18 residential caravan pitches for the period 2021 to 2026. It is based on all known residential occupancy and does not include those pitches occupied as second or holiday homes.

Table 7.1: Estimate of the need for residential pitches 2021-2026

1) Current occupied residential	300
Current residential supply	
2) Vacant but available for use	6
3) Expected to become vacant due to mortality	6
4) Planned to be brought back into use	0
Total Additional Supply	12
Current residential need	
5) Seeking residential permission from temporary permission	0
6) Estimated households requiring residential provision	30
Total Additional Need	30
Balance of Need and Supply	
Total Additional Requirement	18

Source: GTAA 2024

Supply of residential caravan pitches 2021-2026

Step 1: Current occupied permanent residential pitches

- 7.13 Based on information provided by the local authority and corroborated by information from consultation there are currently 300 residential caravan pitches within the local authority area.

Step 2: Number of unused permanent residential pitches available

- 7.14 From stakeholder consultation it is estimated that 98% of residential caravan pitches are occupied at any one time leading to an estimated 2% vacant pitches.

Step 3: Number of existing residential pitches expected to become vacant

- 7.15 This is calculated using mortality rates as applied in conventional Housing Needs Assessments. It then calculates the number of residential pitches that would become vacant as a result of the mortality. This results in an additional supply of 6 pitches.

Step 4: Permanent residential pitches planned to be built or brought back into use

- 7.16 This can include residential pitches which have been partly developed, never developed, or which were previously occupied but are now vacant and in need of redevelopment. This results in a supply of no additional pitches.

Need for residential caravan pitches 2021-2026

Step 5: Seeking permanent permission from temporary residential pitches

7.17 This is determined by local authority data. It is assumed families residing on residential pitches whose planning permission expires within the period 2021-2026 will still require accommodation within the local authority area. There are currently 0 pitches with temporary planning permission located in the area.

Step 6: Households seeking permanent residential pitches in the local authority area

7.18 Previous studies undertaken by *RRR Consultancy* have shown a demand for around 10% of total supply over a 5-year period equating to a need of 30 additional residential caravan pitches.

Balance of Need and Supply

7.19 From the above the net additional residential caravan pitch requirement is calculated by deducting the supply from the need:

Table 7.2: Summary of residential caravan pitch needs 2021-2026

	Need
Additional Supply	12
Additional Need	30
Need	18

Source: GTAA 2024

Requirement for residential pitches 2026-2041

7.20 It is assumed that by 2026 vacant residential pitches will be occupied, potential pitches will have been developed and occupied, and any additional need has been met by new supply. This includes the shortfall in relation to vacancies where pitches are awaiting occupation / resale have been addressed. The base figures regarding the number of non-Gypsy and Traveller residential pitches at the end of the first five-year period would be 318.

7.21 Please note that the 2021 base figures include both authorised occupied and vacant residential pitches, whilst the 2026 base figures assume that any potential pitches have been developed.

7.22 The residential caravan accommodation needs for the period 2026-2041 are determined by applying a mortality rate of 0.4% per annum (equating to 2% over a 5-year period), and a population growth rate of 0.6% per annum (equating to 3% over a 5-year period). This equates to a net population growth of 1% during each 5-year period.

7.23 The residential caravan accommodation needs for the period 2026-2041 are shown in Table 7.3 below:

Table 7.3: Summary of accommodation needs 2026-41 (pitches)

Period	Need
Total 2026-31	3
Total 2031-36	3
Total 2036-41	3
Total 2026-41	9

Source: GTAA 2024

Summary

7.24 This chapter has provided both quantitative and qualitative data regarding key characteristics of respondent households residing on residential caravan pitches. Accommodation needs resulting from the consultation and the calculations above are as follows:

Table 7.4: Summary of accommodation needs 2021-41 (pitches)

Period	Need
Total 2021-26	18
Total 2026-31	3
Total 2031-36	3
Total 2036-41	3
Total 2021-41	27

Source: GTAA 2024

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, boat dwellers and key stakeholders and site owners and managers.

Accommodation needs

- 8.4 The following outlines the accommodation needs over the period of 2021 to 2041.

Gypsy and Traveller accommodation need

Table 8.1: Summary of accommodation needs 2021-41 (pitches)

Period	No.	
	Ethnic definition	PPTS 2023 definition
2021-26	20	16
2026-31	6	6
2031-36	7	6
2036-41	7	7
2021-41	40	35

Source: GTAA 2024

Travelling Showpeople accommodation needs

Table 8.2: Summary of accommodation needs 2021-41 (plots)

Period	No.
2021-26	3
2026-31	1
2031-36	1
2036-41	1
2021-41	6

Source: GTAA 2024

Boat dweller accommodation needs**Table 8.3: Summary of accommodation needs 2021-41 (moorings)**

Period	No.
2021-26	0
2026-31	0
2031-36	0
2036-41	0
2021-41	0

Source: GTAA 2024

Residential Caravan dweller accommodation needs**Table 8.4: Summary of accommodation needs 2021-41 (pitches)**

Period	No.
2021-26	18
2026-31	3
2031-36	3
2036-41	3
2021-41	27

Source: GTAA 2024

The location of new provision

- 8.5 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 authority alongside discussions with different community groups, to ensure that any additional need that may arise is identified.
- 8.6 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.
- 8.7 In terms of identifying broad locations for new permanent sites, there are a number of factors which could be considered including:

Costs

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

- Can good drainage be ensured on the new provision?

Social

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

Availability

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

Deliverability

- Does the proposed location meet existing general planning policy in terms of residential use, (for example in relation to 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?

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

8.9 It is important that new provisions are located close to amenities such as shops, schools and health facilities or where there are good transport links or within reasonable distance for households to access the necessary facilities and amenities. DCLG (2023) 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 local authority area local authority Local Plan policies contain locational criteria to help determine suitable locations for the development of new sites or yards.

- 8.10 The DCLG (2023) 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

- 8.11 DCLG (2008)²⁴ 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.
- 8.12 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

²⁴ Please note that this publication was withdrawn in September 2015.

- 8.13 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

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

Residential Caravan Sites

- 8.15 Residential caravan pitches tend to require smaller spaces than Gypsy and Traveller pitches. For example, residential caravan dwellers tend not to require both static and touring caravans. They are primarily just static caravans, as they are unlikely to travel, and therefore less likely to require space for a caravan to travel in, just one to live on their pitch. Overall, provision would need to consider space for the following:

- Hard standing for a static caravan (including double static trailers)
- Minimum of 1 car parking space
- Hard standing for storage shed and drying
- Garden/amenity area

Transit provision

- 8.16 It is recommended that in addition to the existing transit site provision for Gypsies and Travellers, the local authority sets up a negotiated stopping places policy. This is land temporarily used as authorised short-term (less than 28 days) stopping places. They may not require planning permission if they are in use for fewer than 28 days in a year. The requirements for emergency stopping places reflect the fact that the site will only be used for a proportion of the year and that individual households will normally only stay on the agreed location for a few days. Amenities such as portaloos and showers (or access to alternative nearby facilities) and skips or wheelie bins should ideally be made available for the duration of the agreed period.

- 8.17 Agreements could be made with households residing on sites and yards 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.

Summary

- 8.18 There is an overall accommodation need in the local authority area over a 20-year period 2021-2041 for 40 additional pitches (ethnic definition), and 35 pitches (PPTS 2023 definition). There is also a need for 6 additional Travelling Showpeople plots during the same period. Due to there being no navigable waterways in the area, there is 0 additional need for residential boat moorings. There is a need for an additional 27 residential caravan pitches. It is recommended that the local authority incorporates a policy to address negotiated stopping places for transient and / or visiting Gypsy and Traveller encampments.
- 8.19 It is recommended that the local planning authority determines for itself which of the accommodation needs figures in relation to Gypsies and Travellers it chooses to prioritise in its Local Plan. 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.
- 8.20 It is also recommended that the local planning authority considers the accommodation needs that might materialise over the plan period from households (Gypsies, Travellers, and Travelling Showpeople) 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.
- 8.21 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 authority works closely with the families to determine how their accommodation needs can best be met.
 - Also, for the local authority to provide pre-planning application advice to households who have identified land to help determine if it is suitable to address accommodation need.
 - In order to meet the accommodation needs of Showpeople, it is also recommended that the local authority works 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 authority reviews the planning of unauthorised developments and consider granting permanent status.

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

Planning policy:

- Implement corporate policy to provide negotiated stopping arrangements to address unauthorised encampments for set periods of time at agreed locations.
- To liaise with owners of the sites and yards to determine how they could expand the number of pitches to meet the family's accommodation needs.
- To consider how the accommodation needs can be met by expanding existing provision and/or providing new sites or yards.
- To consider alternative options for developing new sites and yards 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 authority, in partnership with landowners, occupants and relevant agencies (e.g. Showmen's Guild and National Federation of Gypsy Liaison Groups) to review current, historic and potential planning status, and review the most effective way forward.
- Be more flexible and work with families in relation to the planning conditions they need to adhere to following granting planning permission (in particular taking into account to financial implications and timescale).
- To consider safeguarding Gypsy and Traveller sites 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.
- The population size and demographics of the Gypsy, Traveller, Travelling Showpeople and boat dweller communities can change rapidly. As such, their accommodation needs should be reviewed every 5 to 7 years.

Management:

- Housing organisations need to consider the type of housing allocated to Gypsies and Travellers residing in bricks and mortar in order to minimise the psychological aversion and feelings of isolation.

- Develop a holistic vision for their work on Gypsies, 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, and Travelling Showpeople communities.

Appendix 1: 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. No 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).

Doubling up

More than one family unit sharing a single pitch.

Emergency stopping places

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

Family Owner Occupied Gypsy Site

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

Family unit

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

Gypsy

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

Gypsy and Traveller

The DLUHC's December 2023 definition of Gypsies and Travellers²⁵, is set out below:

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.

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

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

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 minority²⁶.

As discussed in Chapter 2, this GTAA provides two accommodation needs figures:

- i) based on ethnic identity i.e. the accommodation needs of all Gypsy and Traveller households whether or not they have permanently ceased to travel
- ii) based on the PPTS (2023) – i.e. the accommodation needs of all Gypsy and Traveller households who have not permanently ceased to travel

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.

²⁵ See: <https://www.gov.uk/government/publications/planning-policy-for-traveller-sites/planning-policy-for-traveller-sites>.

²⁶ DCLG, *Consultation on revised planning guidance in relation to Travelling Showpeople*, January 2007, p. 8

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.

Psychological aversion

Whilst not a medical condition this is a term that is accepted as part of accommodation assessments in encapsulating a range of factors that demonstrate an aversion to residing in bricks and mortar accommodation (see DCLG October 2007). The factors concerned can include: feelings of depression, stress, sensory deprivation, feeling trapped, feeling cut off from social contact, a sense of dislocation with the past, feelings of claustrophobia. Proven psychological aversion to residing in bricks and mortar accommodation is one factor used to determine accommodation need.

Secondary data

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

Settled community

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

Site

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

Socially rented site

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

The DCLG (2023) 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.²⁷

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.

²⁷ DCLG, *Planning Policy for Traveller Sites*, December 2023.

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.