

Rugby Borough Council Gypsy and Traveller Accommodation Assessment Study

Final Report

September 2022

RRR Consultancy Ltd



Table of Contents

Executive Summary.....	5
<i>Introduction</i>	5
<i>Policy context.....</i>	5
<i>Population Trends.....</i>	6
<i>Stakeholder Consultation.....</i>	6
Consultation with households	7
Accommodation need	7
Transit provision	8
Conclusions	8
1. Introduction.....	11
<i>Study context.....</i>	11
<i>Methodological context.....</i>	11
<i>Geographical context.....</i>	11
<i>Rugby Borough.....</i>	12
<i>Definition Context</i>	13
<i>Summary</i>	15
2. Policy context	16
<i>Introduction</i>	16
<i>National Policies</i>	16
<i>Local Planning Policies.....</i>	19
<i>Gypsy and Traveller Accommodation Assessments (GTAAAs)</i>	21
<i>Summary</i>	23
3. Trends in the population levels	24
<i>Introduction</i>	24
<i>Population of Gypsies and Travellers.....</i>	25
<i>DLUHC data on authorised sites</i>	27
<i>DLUHC data on unauthorised sites</i>	28
<i>Local authority data on unauthorised encampments.....</i>	29
<i>Pitches within the study area</i>	31
<i>Travelling Showpeople.....</i>	31
<i>Summary</i>	32
4. Stakeholder consultation and duty to cooperate	33
<i>Stakeholder consultation</i>	33
<i>Introduction</i>	33
<i>Accommodation needs</i>	33
<i>Transit provision and travelling patterns</i>	34
<i>Barriers to provision</i>	35
<i>Cooperation and communication</i>	36
<i>Summary</i>	36
5. Gypsies and Travellers consultation.....	38
<i>Introduction</i>	38
<i>Methodology</i>	38
<i>Accommodation Need 2022-2027</i>	40

<i>Requirement for residential pitches 2027-2037</i>	45
<i>Requirements for transit pitches / negotiated stopping arrangements</i>	46
<i>Summary</i>	47
6. Conclusion and recommendations	48
<i>Accommodation needs</i>	48
<i>The location of new provision</i>	48
<i>Gypsy and Traveller pitches</i>	51
<i>Summary</i>	52
Bibliography	52
Glossary	56

Executive Summary

Introduction

- S1. In December 2021, Rugby Borough Council commissioned *RRR Consultancy Ltd* to undertake a Gypsy and Traveller Accommodation Needs Assessment Study (GTAAS) for the period 2022-2037. The results will be used as an evidence base for policy development in housing and planning and to inform the allocation of resources.
- S2. The requirement to assess the accommodation needs of Gypsies and Travellers and Travelling Showpeople is established through national guidance contained in Planning Policy for Traveller Sites (DCLG, 2015). This assessment focuses on Gypsies and Travellers, as there are no known Travelling Showpeople on yards or seeking need in the study area.
- S3. To achieve the study aims, the research drew on a number of data sources including:
- Review of secondary information: a review of national and local planning policies and recently undertaken GTAAs, and analysis of secondary data. This included analysis of the most recently published (January 2022) DLUHC Traveller Caravan Count to determine trends in the population of Gypsies and Travellers.
 - An online survey and telephone interviews with key stakeholders providing qualitative data regarding the accommodation needs of Gypsies and Travellers.
 - Extensive face-to-face surveys of Gypsies and Travellers, covering a range of issues related to accommodation and service needs took place between July and August 2022. This key methodology determined an extensive range of data enabling accommodation needs to be determined.

Policy context

- S4. In August 2015, the Government published its amended planning policy for traveller sites, which replaced the previous guidance and circulars relating to Gypsies and Travellers and Travelling Showpeople. The guidance emphasised the need for local authorities to use evidence to plan positively and manage development. Whilst it is clear that the PPTS (2015) excludes those who have ceased to travel permanently as being Gypsies and Travellers (for planning purposes), it does not explicitly state how the new definition should be interpreted in relation to other factors such as whether families travel for economic or work purposes.
- S5. Given differences in defining Gypsies and Travellers this GTAAS provides two needs figures: first, a needs figure based on ethnic identity; and second, a figure based on the PPTS (2015) definition. Using this method 'future-proofs' the GTAAS and ensures that the revised definition is applied in both a fair and objective manner.

- S6. In terms of local planning policy, Policy DS2 of the Local Plan 2011-2031 determines the criteria for assessing the suitability of sites for allocation for residential and mixed-use occupation by Gypsies, Travellers, and Travelling Showpeople. The Gypsy and Traveller Site Need and Supply Background Paper (December 2021) forms part of the evidence base for the emerging Rugby Borough Gypsy and Traveller Site Allocations Development Plan Document (DPD). It provides information on: the national and local planning policy context; the identified need for Gypsy and Traveller pitches in Rugby Borough; the provision of pitches since April 2017; and the remaining need compared with the adopted Rugby Borough Local Plan pitch requirements to 2032.

Population Trends

- S7. As of 1st August 2022, within Rugby Borough there are 140 pitches consisting of 117 pitches on authorised developments: 98 privately owned pitches, 19 local authority pitches, and 23 pitches on unauthorised developments. Of the 98 privately owned pitches, 81 were occupied during the consultation period and 17 are potential pitches i.e. pitches with planning permission which have yet to be developed. Of the 19 local authority pitches, 17 were occupied and 2 were vacant during the consultation period. Of the 23 pitches on unauthorised developments, 22 were occupied during the consultation period, 0 were vacant and there is 1 potential pitch yet to be developed.
- S8. The 2011 Census suggests there were 160 Gypsies and Travellers residing in Rugby representing about 0.16% of the total population. The 2011 Census also records a total of 43 Gypsy and Traveller households residing within the borough of which the majority were residing in social rented accommodation. The DLUHC January 2022 Caravan Count shows there were 183 Gypsy and Traveller caravans located in Rugby. When population size is considered the proportion in Rugby is 165 caravans per 100,000 population compared to an average of 44 in England.
- S9. Rugby Borough Council collects extensive data on unauthorised encampments taking place throughout the borough. Between Q2 2017 to Q3 2021 there were a total of 94 unauthorised encampments over the period equating to an average of 5 per quarter. The highest number of unauthorised encampments was 18 which occurred in January to March 2019 although, on average, the number of unauthorised encampments within the borough has been steadily decreasing. On average, each unauthorised encampment consisted of 6 vehicles and lasted 3 days. Unauthorised encampments took place in various locations around the borough but most commonly took place in Rugby.

Stakeholder Consultation

- S10. Consultation with a range of stakeholders was conducted to provide in-depth qualitative information about the accommodation needs of Gypsies, Travellers, and Showpeople. The aim of the consultation was to obtain both an overall perspective on issues facing these groups, and an understanding of local issues that are specific to the borough.

[S10-S11.](#) Consultation with key stakeholders offered important insights into the main issues within the study area. It was generally acknowledged that there is a lack of accommodation provision throughout the study area. According to stakeholders, households are satisfied with sites in Rugby although some pitches are in need of repair. Larger sites can be more difficult to maintain and can lead to issues around community cohesion. Generally, it was thought that there tends to be less public opposition to the provision of new small sites compared with larger ones.

[S11-S12.](#) There is a lack of transit provision across all of the Warwickshire local authorities. Including within Rugby. However, it was acknowledged that the Covid-19 pandemic impacted on the extent to which households travelled during 2020 and 2021. The main reasons for Gypsy and Traveller households travelling were deemed: to be close to friends and family, for employment reasons, for holidays, and for cultural reasons i.e. to reinforce cultural identity. Key routes within the county were regarded to be the M69, M6, and A46.

[S12-S13.](#) The main barriers to new permanent and transit sites were regarded by stakeholders to be: perceptions of Gypsies and Travellers, public and political opposition, lack of available and affordable land, and the planning process. Much suitable land is situated in green belt areas which constrains development. Public and political preconceptions about Gypsies, Travellers, and Travelling Showpeople were seen to influence attitudes towards the provision of new sites. In response, there needs to be a better understanding between the Gypsy and Traveller, and settled, communities. Stakeholders are currently working towards improving partnership working between different departments and organisations although there needs to be better cooperation on Gypsy and Traveller issues.

Consultation with households

[S13-S14.](#) Consultation was undertaken with Gypsy and Traveller households, key stakeholders, and site owners. The combination of local authority data, site visits, consultation with households and key stakeholders helped to clarify the status of pitches i.e. which provisions are occupied, vacant, overcrowded, and occupied by household members with accommodation needs.

Accommodation need

[S14-S15.](#) Accommodation need in the study area was assessed using analysis of primary and secondary data. The accommodation needs calculation steps were based on a model in accordance with both previous (2007) and current practice guidance i.e. Planning Policy for Traveller Sites (PPTS) (2015). Although the 2007 guidance was withdrawn in 2016, it remains useful as a model to determine accommodation needs. It contains seven basic components; five assessing need and two assessing supply, which are applied to each sub-group, based on primary data.

[S15-S16.](#) Table S1 summarises accommodation need of Gypsies and Travellers over a 15-year period. It is important to note that the figures shown in Table S1 include all need as of 2022,

including any which may have been identified by previous GTAA's but remained unfulfilled by January 2022. The table shows that a further 79 Gypsy and Traveller pitches (based on the ethnic identity definition), or 56 pitches (based on PPTS 2015) are needed over the 15-year period.

Gypsies and Travellers

Period	Ethnic definition	PPTS 2015 definition
2022-2027	48	29
2027-2032	15	13
2032-2037	16	14
Total 2022-2037	79	56

Source: GTAAS 2022

Transit provision

[S16-S17.](#) In relation to transit provision it recommends the adoption of a negotiated stopping policy and/or new transit provision consisting of between 6-10 pitches situated in or close to Rugby Town, near to main arterial routes e.g. M45 or M6, but not close to any existing accommodation provision. Negotiated stopping policy consists of land temporarily used as authorised short-term 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. Agreements could be made with households residing on sites and allowing visiting family and friends to stay for agreed periods of time. This would lead to fewer unauthorised encampments which adversely impact on the local community.

Conclusions

[S17-S18.](#) It is recommended that the local planning authority seeks to meet the PPTS (2015) need (as required) with 'ethnic' need covered by a criteria-based policy. This will not only demonstrate knowledge of the overall accommodation need of all Gypsies and Travellers, but also able to demonstrate that how accommodation need for those who do not meet the PPTS (2015) definition are being addressed. The local authority could adopt the accommodation needs as determined by the PPTS (2015) definition for Gypsies and Travellers, with the remaining need from the ethnic definition as a reserve need. This means that the local authority would first meet the need of 56 pitches (29 within the first 5-years), but then meet the 'potential' need of a further 23 pitches (19 within the first 5 years). It is important to note that this only refers to Gypsies and Travellers and not Travelling Showpeople.

[S18-S19.](#) It is also recommended that Rugby Borough Council incorporates into its Local Plan a criteria-based policy which takes into consideration any planning applications that might materialise over the plan period from households not considered by this assessment. This may be either because their existence was not known during the GTAAS, or their accommodation needs arose after the GTAAS was completed. This could include households residing on unauthorised developments, unauthorised encampments, due to immigration, and those residing in bricks and mortar accommodation. These accommodation needs should be considered separate to the needs identified below and could be met through windfall applications.

[S19-S20.](#) As well as quantifying accommodation needs, 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 sites to determine how they could expand the number of pitches to meet families' accommodation needs.
- To consider alternative options for developing new sites such as developing them on a cooperative basis, shared ownership, or small sites owned by a local authority but rented to families for their own use.
- Prior to action being taken against sites being used without planning permission, the local authority, in partnership with landowners, occupants and relevant agencies (e.g. National Federation of Gypsy Liaison Groups), to review its current, historic and potential planning status, and review the most effective way forward.
- To consider safeguarding Gypsy and Traveller sites with permanent planning permission for their current use unless it can be demonstrated that they are no longer required to meet identified need.
- To consider alternative site funding mechanisms such as: site acquisition funds; loans for private site provision through Community Development Financial Institutions; and joint ventures with members of the Gypsy and Traveller community.
- The population size and demographics of the Gypsy, Traveller, and Travelling Showpeople communities can change rapidly. As such, their accommodation needs should be reviewed every 5 to 7 years.

Management:

- Develop a holistic vision for their work on Gypsies and Travellers and embed it in Community and Homelessness Strategies, Local Plans and planning and reporting obligations under the Equality Act 2010.
- Provide training and workshop sessions with local authority and service provider employees (and elected members) to help them to further understand issues relating to the Gypsy and Traveller, and Showpeople.
- 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 and Traveller, and Travelling Showpeople issues.

1. Introduction

Study context

- 1.1 Rugby Borough Council commissioned *RRR Consultancy Ltd* to undertake a Gypsy and Traveller Accommodation Needs Assessment Study (GTAAS) for the period 2022-2037. The results will be used as an evidence base for policy development in housing and planning and to inform the allocation of resources.
- 1.2 The requirement to assess the accommodation needs of Gypsies and Travellers, and Travelling Showpeople, is established through national guidance contained in Planning Policy for Travellers (DCLG, 2015). This study focuses on the accommodation needs of Gypsies and Travellers, as there is no known Travelling Showpeople provision or potential need within the study area.

Methodological context

- 1.3 To achieve the study aims, the research drew on a number of data sources including:
 - Review of secondary information: a review of national and local planning policies and recently undertaken GTAAs, and analysis of secondary data. This included analysis of the most recently published (January 2022) DLUHC Traveller Caravan Count to determine trends in the population of Gypsies and Travellers.
 - An online survey and telephone interviews with stakeholders from the local authority and neighbouring authorities. This provided qualitative data regarding the accommodation needs of Gypsies and Travellers.
 - Consultation with Gypsies and Travellers covering a range of issues related to accommodation and service needs. This key methodology determined an extensive range of data regarding enabling accommodation needs to be determined.

Geographical context

- 1.4 The following is a map of the GTAAS study area (shaded in green) with neighbouring authorities (unshaded).

Figure 1.1 Study Area (with neighbouring local authorities)



Source: ONS 2022

Rugby Borough

- 1.5 The estimated population of the Rugby Borough area in 2022 is 111,114 people (ONS 2020). According to the council's Local Plan (adopted 2019), the Borough of Rugby covers an area of 138 square miles located in central England, within the County of Warwickshire. The Borough is on the eastern edge of the West Midlands Region, bordering directly on to the counties of Northamptonshire and Leicestershire, both of which are in the East Midlands region. The Borough has 41 parishes and the largest centre of population is the market town of Rugby with two thirds of the Borough's 106,400 residents living in the town and the remainder residing in the rural area. The villages in the Borough range in size from 20 to 3,000 people.

- 1.6 The focus for the Borough's large-scale employment sites is on the edge of the urban area of the Borough, principally to the north of town with proximity to Junction 1 of the M6. The Gateway development is underway and has permission for 36ha of employment uses (B1, B2 AND B8). Whilst new distribution parks have sprung up in this area, Rugby has a number of smaller, older sites that accommodate small to medium manufacturing businesses that are generally located around the edge of the town centre.
- 1.7 The wholesale and retail trade, and repair of motor vehicles and motorcycles is the Borough's largest economic sector employing around 15% of all employees. Other important sectors include transportation and storage (13%), education (9%), and professional, scientific and technical activities (10%)¹.
- 1.8 Rugby has benefited in recent years from its central position on the national motorway network. Proximity to the M1, M6, M45 and A14 gives Rugby a strong position whilst the A5 also provides sub regional connectivity. The Borough's train station situated on the edge of the town centre sits on the West Coast Main Line making London less than an hour away. There are direct links to Manchester, Liverpool, Glasgow and other northern destinations. There are also excellent links to Birmingham, Northampton and Milton Keynes. A few miles outside the town is the Daventry International Rail Freight Terminal, one of the key rail freight interchanges in Europe.

Definition Context

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

¹ NOMIS, Rugby Labour Market Profile, May 2017

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

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

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

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

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

1.12 Unlike Gypsies and Travellers, Travelling Showpeople are not considered to be an ethnic minority. Although some Gypsies and Travellers may earn a living as 'travelling showpeople', Travelling Showpeople as a group do not consider themselves to belong to an ethnic minority⁴.

1.13 According to PPTS (2015) the definition of Travelling Showpeople is:

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

1.14 Also, for the purposes of Gypsy and Traveller Accommodation Assessments (GTAA's), Travelling Showpeople are included under the definition of 'Gypsies and Travellers' in accordance with The Housing (Assessment of Accommodation Needs) (Meaning of Gypsies and Travellers) (England) Regulations 2006, and the draft guidance to local housing authorities on the periodical review of housing needs (March 2016). It recommends that Travelling Showpeople's own needs and requirements should be separately identified in the GTAA⁶. To ensure it is following DCLG guidance, this GTAAS adheres to the definition of Gypsies, Travellers and Travelling Showpeople as defined by PPTS (2015) (see above).

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

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

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

Summary

- 1.15 Whilst the Housing and Planning Act 2016 removes the requirement for all local authorities to carry out an assessment of the accommodation needs of Gypsies and Travellers, Planning Policy for Traveller Sites (PPTS) (2015) reiterates the need for local authorities to evidence the accommodation needs of Gypsies and Travellers and to determine the number, type and location of new provision. The PPTS amended the definition of Gypsies and Travellers for planning purposes.
- 1.16 The purpose of this assessment is to quantify the accommodation needs of Gypsies and Travellers in the Rugby Borough Council area between 2021 and 2041. This is in terms of permanent pitches (and sites) and transit sites and/or negotiated stopping arrangements for Gypsies and Travellers. The results will be used to inform the Local Plan.
- 1.17 To achieve the study aims, the research drew on several data sources: a review of secondary information; consultation with organisations involved with Gypsies and Travellers, issues; and surveys of Gypsy and Traveller households. These provided an extensive 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, and Showpeople issues. It should be noted that although the DCLG draft guidance (March 2016) requires an assessment of houseboats' accommodation needs, there are no boat dwellers residing in the local authority area.
- 2.2 The intention is to examine the extent to which authorities are currently addressing the issue. Furthermore, understanding the current position will be important in the development of future strategies intended to meet accommodation need and housing related support need among Gypsies, Travellers, and Showpeople.

National Policies

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

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

new definition should be interpreted in relation to other factors such as whether families travel for economic or work purposes.

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

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

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

and reliable and minimises possible future challenges. Different GTAA's reach differing conclusions on this matter and it is for local authorities to decide individually which approach to take for planning purposes. It is recommended that this be kept under review in the light of evolving appeal decisions and caselaw.

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

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

- Caravan and houseboat dwelling households:
 - who have no authorised site anywhere on which to reside
 - whose existing site accommodation is overcrowded or unsuitable, but who are unable to obtain larger or more suitable accommodation
 - who contain suppressed households who are unable to set up separate family units and
 - who are unable to access a place on an authorised site, or obtain or afford land to develop on.

- Bricks and mortar dwelling households:
 - Whose existing accommodation is overcrowded or unsuitable ('unsuitable' in this context can include unsuitability by virtue of a person's cultural preference not to live in bricks-and-mortar accommodation).

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

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

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

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

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

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

2.15 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

2.16 The Housing and Planning Act, which became law on 13 May 2016, omits sections 225 and 226 of the Housing Act 2004, which previously identified 'gypsies and travellers' as requiring specific assessment for their accommodation needs when carrying out reviews of housing needs. Instead, the Act amends section 8 of the Housing Act 1985 governing the assessment of accommodation needs to include all people residing in or resorting to the District in caravans or houseboats. However, for planning purposes, as noted above, the DCLG Planning Policy for Traveller Sites (August 2015) still requires local authorities to identify the accommodation needs of Gypsies, Travellers and Travelling Showpeople.

Local Planning Policies

Rugby Borough Local Plan 2011-2031 (Adopted June 2019)

2.17 Policy DS2 of the Local Plan 2011-2031 states that in assessing the suitability of sites for allocation for residential and mixed-use occupation by Gypsies, Travellers and Travelling Showpeople, and for the purposes of considering planning applications for such sites, proposals will be supported where the following criteria are met:

- The site affords good access to local services such as schools and health facilities;
- The site satisfies the sequential and exception tests for flood risk and is not adjacent to uses likely to endanger the health of occupants such as a refuse tip, sewage treatment works or contaminated land;
- The development is appropriate in scale compared with the size of the existing settlement or nearby settlements;
- The development will be able to achieve a reasonable level of visual and acoustic privacy both for people living on the site and for those living nearby;
- The development has appropriate vehicular access;
- The development will comply with Policy SDC1 in respect of design and impact on the surrounding area and amenity of existing residents;

- The development will be well-laid out to provide adequate space and privacy for residents;
- The development will include appropriate landscape measures to mitigate visual impacts and to ensure adequate levels of privacy and residential amenity for occupiers and adjacent occupiers but which avoids enclosing a site with an inappropriate amount of hard landscaping, high walls or fences;
- The development should not accommodate non-residential uses that may cause, by virtue of smell, noise or vibration, significant adverse impact on neighbouring business or residents; and
- Adequate provision for on-site services for water supply, power, drainage, sewage and waste disposal facilities.

(Rugby Local Plan 2011-2031, 2019, p.23)

Gypsy and Traveller Site Need and Supply Background Paper (December 2021)

2.18 The Background Paper forms part of the evidence base for the emerging Rugby Borough Gypsy and Traveller Site Allocations Development Plan Document. It provides information on:

- The national and local planning policy context
- The identified need for Gypsy and Traveller pitches in Rugby Borough
- The provision of pitches since April 2017; and
- The remaining need compared with the adopted Rugby Borough Local Plan pitch requirements to 2032.

2.19 The background paper draws extensively on evidence provided by the 2017 Rugby GTAA in terms of determining Gypsy and Traveller accommodation need and supply. In terms of supply, at the time of the 2017 GTAA, there were 101 permanent residential pitches with planning permission, 6 residential pitches with temporary planning permission, and 16 unauthorised residential pitches without planning permission. In terms of accommodation need, the 2017 GTAA determined a need for 61 additional pitches between 2017 and 2032. No need for plots or yards for Travelling Showpeople was identified by the 2017 GTAA. In relation to transit provision, the 2017 GTAA recommended the implementation of a negotiated stopping places policy.

2.20 According to the 2021 background paper, between 1 April 2017 and 31 October 2021 planning permission was granted for 24 permanent residential pitches. Of these, 10 pitches are subject to a personal occupancy condition. During the same period, planning permission was also granted for 1 temporary residential pitch, which was subject to a personal occupancy condition. This permission expired on 30 October 2021. No transit sites have been permitted since 2017.

Gypsy and Traveller Accommodation Assessments (GTAAs)

2.21 Given the transient nature of Gypsies and Travellers it is important for the GTAAs to consider Gypsy and Traveller accommodation need in neighbouring authorities. Also, the travelling patterns of Gypsies and Travellers transcend local authority boundaries. As such, the following section discusses the results of GTAAs recently undertaken by neighbouring and nearby local authorities specifically in relation to accommodation need and travelling patterns.

Coventry City Council GTAA 2015

2.22 The GTAA identifies a need for an additional 4 Gypsy and Traveller pitches over the period 2014-2019, and 6 additional pitches for the period 2019-2031. Based on 67 unauthorised encampments occurring between 2009 and 2014, the GTAA identifies a need for 6 transit pitches or temporary stopping places.

Leicester City and Leicestershire GTAA 2017

2.23 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.

Newcastle-under-Lyme, Stoke-on-Trent, Staffordshire Moorlands and Stafford Gypsy and Traveller and Travelling Showperson Accommodation Assessment (GTTSAA) 2015

2.24 The GTTSAA used two differing methods to determine Gypsy and Traveller accommodation need – an extrapolation method and demographic method. The GTTSAA estimates a need for 47 additional pitches for the period 2012/13 to 2026/27 using the extrapolation method, and 43 additional pitches using the demographic method. In relation to unauthorised encampments, in Newcastle-under-Lyme for the period September 2008 to the end of February 2015 (excluding 2012 for which no data is available), there was a total of 43 encampments. In Stoke-on-Trent there was a total of 111 encampments over the 57-month period January 2010 to September 2014. Overall, analysis of unauthorised encampment data and contextual information indicated the need for a minimum of 10 transit pitches across the study area with each pitch being able to contain a caravan and towing vehicle.

Nuneaton and Bedworth Gypsy and Traveller and Travelling Showpeople Accommodation Assessment (GTTSAA) 2016

2.25 The GTTSAA states that there is no additional accommodation need for the period 2016-2021. However, there is a need of 22 additional Gypsy and Traveller pitches for the period 2021-2031. The GTTSAA does not identify any additional need for Travelling Showpeople plots for the period 2016-2031. According to the GTTSAA between January 2013 to December 2015 there were a total of 60 unauthorised encampments. As such, it suggests that there is a need for 5 transit pitches capable of accommodating 10 caravans.

Rugby Borough Council Gypsy and Traveller Accommodation Assessment Study (GTAAS) 2017

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

Stratford on Avon GTAA 2019

2.27 The GTAA assesses accommodation need over the period 2019-35. The GTAA found that a further 70 Gypsy and Traveller pitches (based on the ethnic identify definition), and 59 pitches (based on PPTS 2015) are needed over the period 2019-2035 in Stratford-on-Avon. There is also a need for 6 additional Travelling Showpeople plots over the same period. The main drivers of need are from 'hidden' households and new family formation. The GTAA recommended that the council could work with the PPTS 2015 definition for Gypsies and Travellers, with the remaining need from the ethnic definition as a reserve need. This means that the council would firstly meet the need of 59 (28 within the first five years) as its obligation, but accept the need of a further 11 (8 within the first five years) as potential need in the area, if further applications are brought forward through windfall. In relation to transit provision, the GTAA recommends the adoption of a negotiated stopping policy which involves caravans being sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. In conjunction with Warwick, the Stratford-on-Avon GTAA is currently being updated.

Warwick Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessment (GTTSAA) 2012

2.28 The GTTSAA identifies a need for an additional 31 Gypsy and Traveller pitches, and no Travelling Showpeople plots, over the period 2012-2026. In relation to unauthorised

encampments, records indicated that there were 72 separate encampments between 2009 and 2012. As such, it suggests a need for 12 transit pitches within the district. In conjunction with Stratford-on-Avon, the Warwick GTAA is currently being updated.

West Northamptonshire Travellers' Accommodation Needs Study (TANS) (2017)

2.29 The West Northamptonshire TANS calculates accommodation needs figures based on families who meet the CLG August 2015 definition, families who do not, and those families whose status is unknown. According to the TANS, for the period 2016-2031 there is no additional accommodation need in relation to families who meet the definition, between nil and 21 pitches for families who do not meet the definition, and between nil and 10 pitches for families whose status is unknown. It also states that there is a need for an additional 6 Travelling Showpeople plots for families who meet the planning definition. According to stakeholders, in relation to travelling patterns and unauthorised encampments, the area is popular, particularly as there are large numbers of housed Travellers in the larger towns (Kettering, Wellingborough, Corby and Northampton) and many will come to visit them and camp at the side of the road. The area is also centrally situated and has good access to M6, M1, A14 and Travellers have traditionally moved through the area. There were 145 encampments in the previous financial year with Section 61 of the Criminal Justice and Public Order Act being used on 14 occasions. The West Northamptonshire Travellers' Accommodation Needs Study is currently being updated.

Summary

- 2.30 DCLG Planning Policy for Traveller Sites (August 2015) emphasises the need for local authorities to use evidence to plan positively and manage development. The Housing and Planning Act 2016 amends section 8 of the Housing Act 1985 governing the assessment of accommodation needs to include all people residing in or resorting to the district in caravans or houseboats. However, for planning purposes, as noted above, the DCLG Planning Policy for Traveller Sites (August 2015) still requires local authorities to identify the accommodation needs of Gypsies, Travellers and Travelling Showpeople.
- 2.31 The existing local planning policies of the study area (Rugby Borough) outline the criteria by which the location of new Gypsy and Traveller accommodation should be determined. It is apparent that they consider it important to consider a range of factors including the sustainability of new sites e.g. proximity to local services, and the potential impact on the environment. However, it is likely that any revised local policies would reflect the findings of this GTAA.
- 2.32 Given the cross-boundary characteristic of Gypsy and Traveller accommodation issues, it is important to consider the findings of GTAAs produced by neighbouring local authorities. GTAAs recently undertaken by neighbouring local authorities suggest that there remains Gypsy and Traveller accommodation need throughout the region.

3. Trends in the population levels

Introduction

- 3.1 This section examines population levels in the GTAA study area and population trends. The primary source of information for Gypsies and Travellers (including Travelling Showpeople) in England is the 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 1994¹⁰, 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. Some authorities include Travelling Showpeople in the same figures as Gypsies and Travellers, whilst others distinguish between the different groups and do not include Travelling Showpeople or boat dwellers/travellers. Also, where authorities have not registered a count, figures are imputed, which may lead to inaccuracies.
- 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 Gypsy and Traveller sites¹¹. It distinguishes between caravans on socially rented authorised, private authorised, and unauthorised pitches. Unauthorised sites and pitches are broken down as to whether they are tolerated or not tolerated. The analysis in this Chapter includes data from the last six years from January 2016 to January 2022.

¹⁰ The Caravan Sites Act 1968 placed a duty on county councils and districts to provide accommodation for Gypsies residing in and resorting to their areas but was repealed by the Criminal Justice and Public Order Act 1994.

¹¹ Data regarding Travelling Showpeople are published separately by the DLUHC as 'experimental statistics'.

Population of Gypsies and Travellers

- 3.6 The government estimate there to be between 100,000 and 300,000 Gypsies and Travellers residing in the UK¹². There are uncertainties partly because of the number of different definitions that exist, but mainly because of an almost total lack of information about the numbers of Gypsies and Travellers now residing in bricks and mortar accommodation. Estimates produced for the DLUHC suggest that at least 50% of the overall Gypsy and Traveller population are now residing in permanent housing.
- 3.7 Local authorities in England provide a count of Gypsy and Traveller caravans in January and July each year for the DLUHC. Due to Covid-19 restrictions the Count did not take place in July 2020 or January 2021. The January 2022 Count (the most recent figures available) indicate a total of 24,371 caravans.
- 3.8 Applying an assumed three person per caravan¹³ multiplier would give a population of 73,113 persons residing in caravans. Doubling this to allow for the numbers of Gypsies and Travellers in housing,¹⁴ gives a total population of 146,226 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 For the first time, the national census undertaken in 2011 included the category of 'Gypsy or Irish Traveller' in the question regarding ethnic identity. Table 3.1 below shows the total Gypsy and Traveller population in Rugby as derived from the 2011 Census. It shows that in 2011 there were 160 Gypsies and Travellers residing in the borough representing around 0.16% of the usual population¹⁵. This is higher than the average for England of 0.10%¹⁶.

Table 3.1 Gypsy and Traveller Population			
	Population (no.)	G&T Pop (no.)	G&T Pop (%)
Rugby	102,500	160	0.16%

Source: NOMIS 2022

- 3.10 It is also possible to determine the Gypsy and Traveller population within the study area by tenure. Table 3.2 shows the tenure of 43 Gypsy and Traveller households recorded by the 2011 census. The most common tenure is social rented housing occupied by over half (51%) of the population, followed by around a quarter (26%) who own the housing they occupy, and around a quarter (23%) who rent privately.

¹² House of Commons 'Tackling inequalities faced by Gypsy, Roma and Traveller communities' April 2019 located at: www.parliament.uk

¹³Niner, Pat (2003), Local Authority Gypsy/Traveller Sites in England, ODPM.

¹⁴ Ibid.

¹⁵ See ONS 2011 Census Table KS201EW Ethnic Group located at: <http://www.ons.gov.uk/>

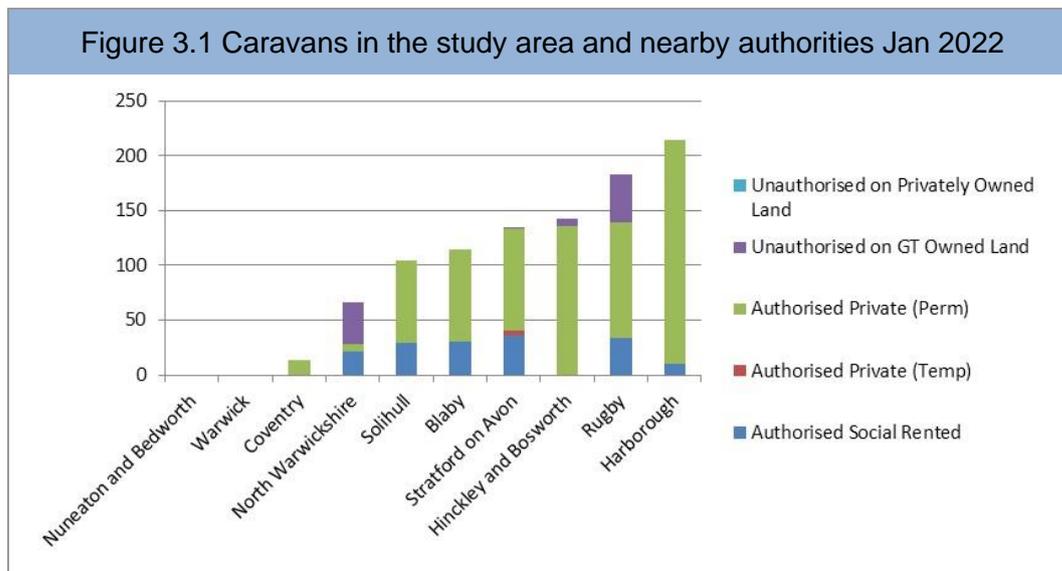
¹⁶ The Office for National Statistics (ONS) published simple population and household data in June 2022 and are due to publish more complex findings e.g. ethnicity by accommodation type from October 2022 onwards.

Table 3.2 Gypsy and Traveller Population by tenure								
	Social rented		Owned		Private rented		Total	
	No.	%	No.	%	No.	%	No.	%
Rugby	22	51%	11	26%	10	23%	43	100%

Source: NOMIS 2022

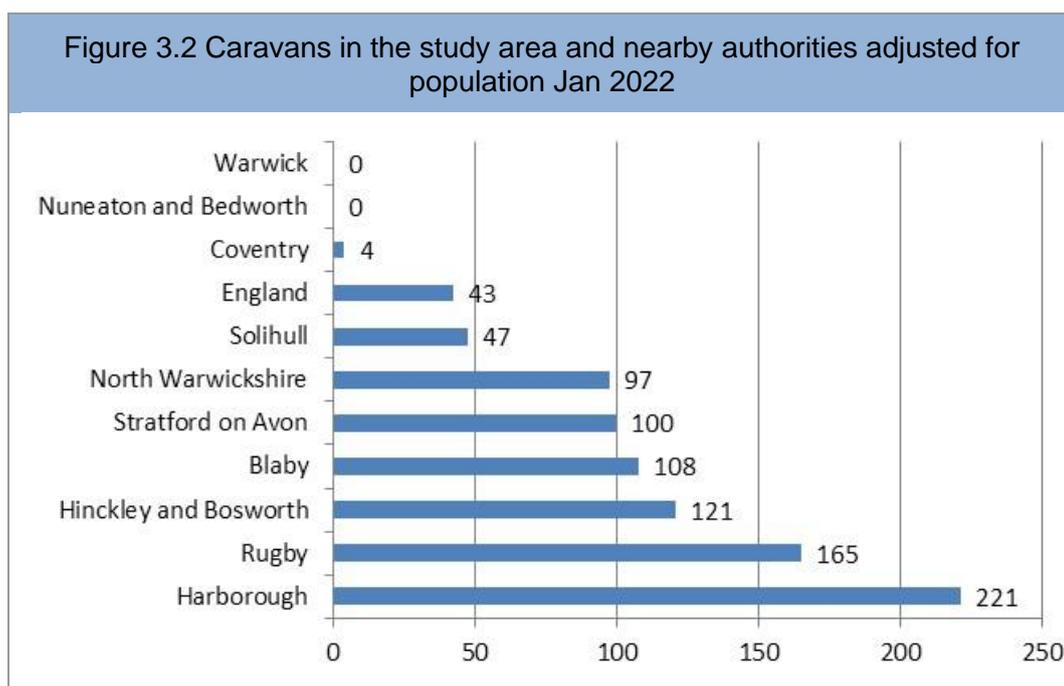
3.11 Figure 3.1 shows Rugby’s Traveller Caravan Count in the context of nearby authorities. As the chart below shows, there is some variation in the number of caravans in each local authority with no caravans recorded in Nuneaton & Bedworth, and Warwick.

3.12 Four local authority areas – Nuneaton and Bedworth (0), Warwick (0), Coventry (14), and North Warwickshire (66) recorded a count of less than the average of 93 caravans. In contrast, six local authority areas – Solihull (104), Blaby (115), Stratford on Avon (135), Hinckley and Bosworth (142), Rugby (183), and Harborough (214) recorded higher than average counts.



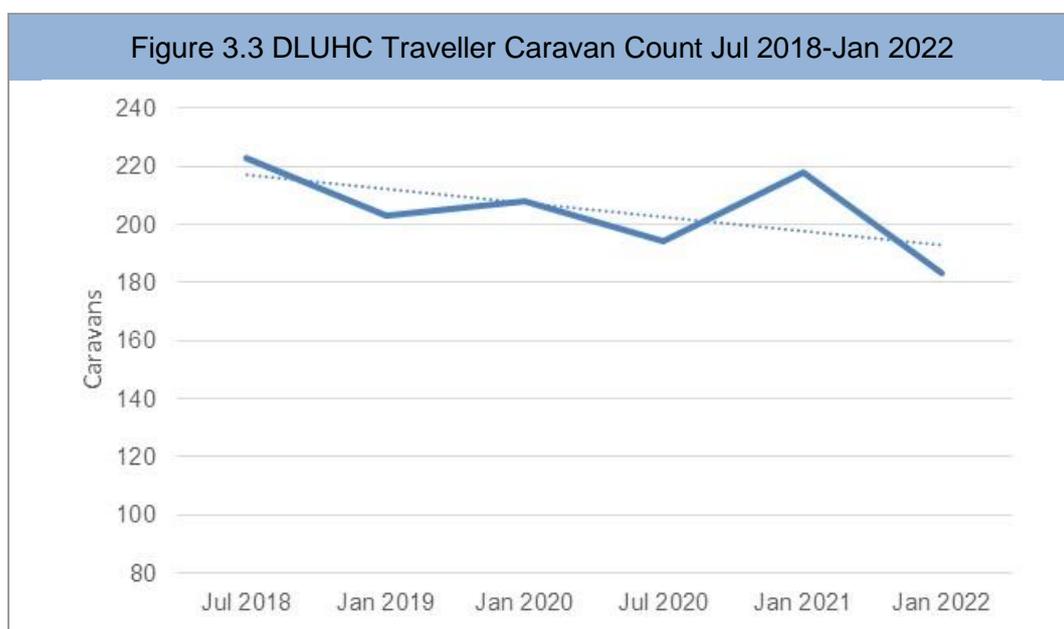
Source: DLUHC Traveller Caravan Count, Jan 2022

3.13 Similarly, Figure 3.2 shows that when the population is taken into account the density of caravans varies widely. Warwick (0 caravans per 100,000 population), Nuneaton & Bedworth (0), and Solihull (47) are much below the England average of 43 caravans per 100,000 population. In contrast, North Warwickshire (97 caravans per 100,000 population), Stratford on Avon (100), Blaby (108), Hinckley and Bosworth (121), Rugby (165), and Harborough (221) are above it.



Source: DLUHC Traveller Caravan Count, Jan 2022

- 3.14 Figure 3.3 shows that the total number of caravans recorded in Rugby has varied over the period July 2018 to January 2022. The number of caravans recorded by the 6 Counts in Rugby ranged from a low of 183 in January 2022 to a high of 223 in July 2018. The dotted trend line shows that the total number caravans recorded has slightly declined over the 3.5 year period.

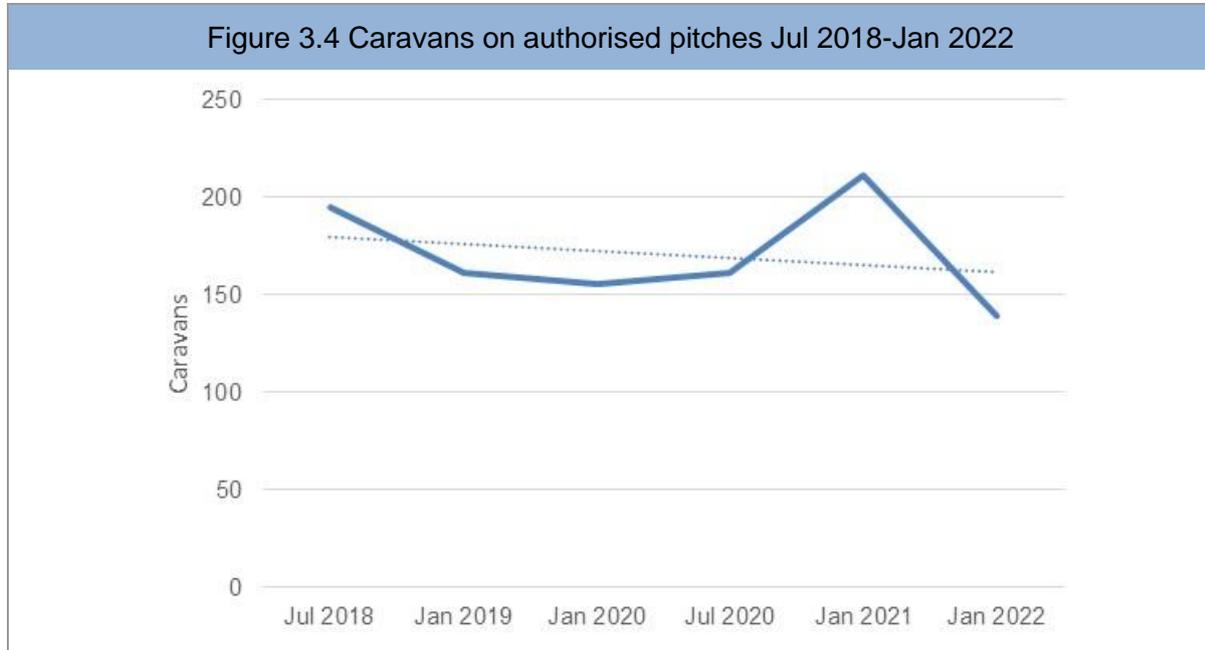


Source: DLUHC Traveller Caravan Count, Jan 2022

DLUHC data on authorised sites

- 3.15 As seen in Figure 3.4 below, the number of caravans on authorised pitches recorded in the study area by the DLUHC Traveller Count varied between the period July 2018 to January

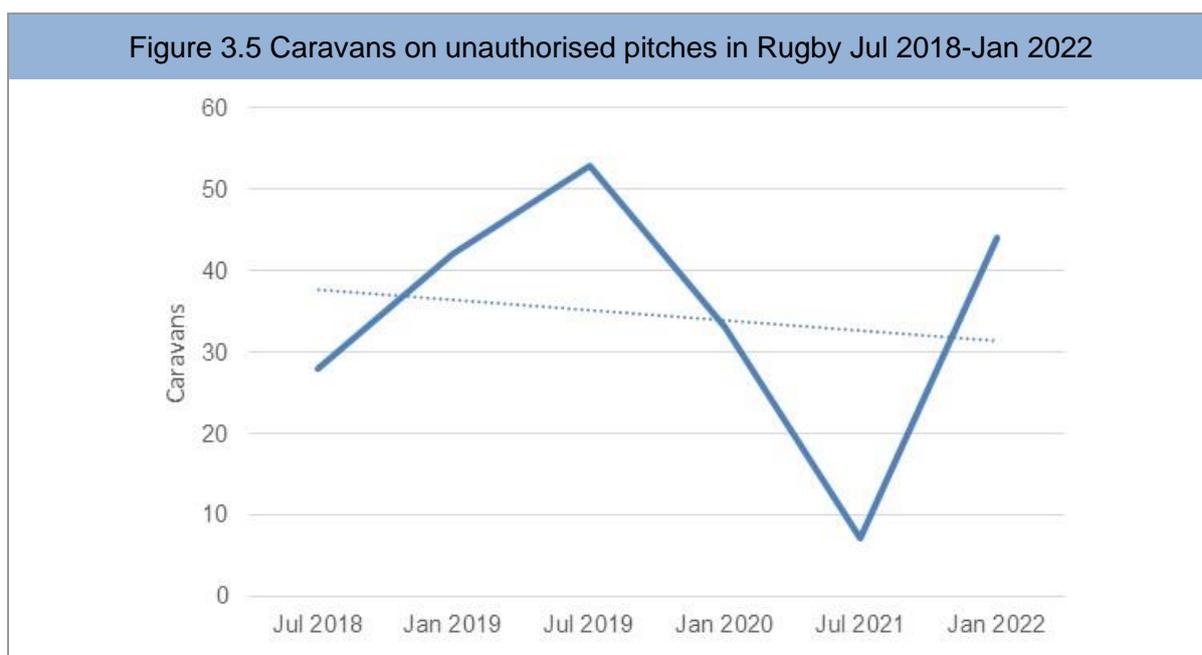
2022 averaging 139 caravans. The number of caravans on authorised sites in Rugby peaked at 211 in January 2021 before declining to 139 in January 2022. The dotted trend line shows that the number caravans recorded on authorised pitches has slightly declined over the 3.5 year period.



Source: DLUHC Traveller Caravan Count, Jan 2022

DLUHC data on unauthorised sites

- 3.16 The DLUHC count records the number of caravans situated on unauthorised sites (i.e. sites without planning permission) within the study area. The DLUHC data on unauthorised encampments is of limited accuracy. For example, caravans on unauthorised sites may be more likely to be observed in more populated, urban areas compared with less populated rural areas. However, the data may indicate general trends (although it should be noted that the DLUHC count caravans on unauthorised sites, whilst the study area local authority data records the number of encampments). The numbers below include unauthorised caravans on both Gypsy-owned and non-Gypsy land, and which are tolerated (meaning that no enforcement action is currently being taken) and not tolerated.
- 3.17 Figure 3.5 indicates the number of unauthorised caravans throughout the district over the period July 2018 to January 2022. It shows that the number of unauthorised caravans recorded by the DLUHC Traveller Count within district varied widely with only 7 recorded in July 2021 compared to 53 in July 2019. The dotted trend line shows that the number of caravans recorded on unauthorised pitches has slightly declined over the 3.5 year period.

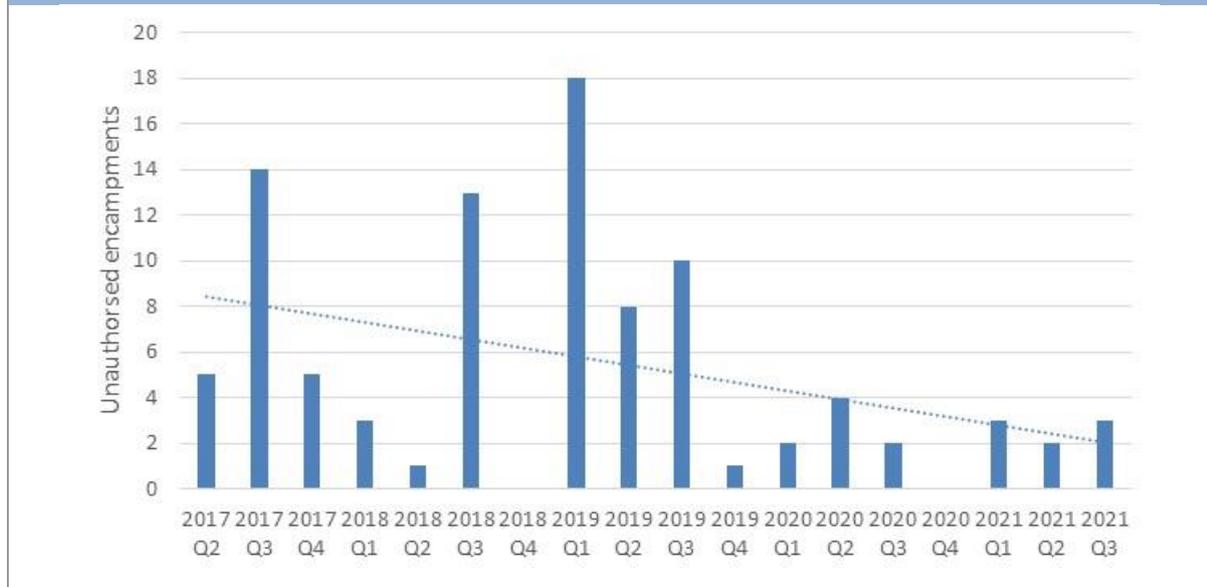


Source: DLUHC Traveller Caravan Count, Jan 2022

Local authority data on unauthorised encampments

- 3.18 As previously noted, the DLUHC data on unauthorised encampments (i.e. caravans residing temporarily on 'sites' without planning permission) is of limited accuracy, although it may indicate general trends. Rugby Borough Council keep more detailed records of unauthorised encampments. Figure 3.6 shows the number of unauthorised encampments in the study area for the period Q2 2017-Q3 2021. There was a total of 94 unauthorised encampments over the period equating to an average of 5 per quarter. The lowest number of unauthorised encampments in a full quarter was 0 which occurred between January to March 2019, and October to December 2020. The highest number of unauthorised encampments was 18 which occurred in March to June 2019. The dotted trendline on Figure 3.6 shows that, on average, the number of unauthorised encampments within the borough has been steadily decreasing.
- 3.19 The average length of each encampment was only 3 days whilst on average, there were 6 caravans on each encampment. As Table 3.3 shows, over three quarters (76%) of all recorded unauthorised encampments in the previous 3.5 years occurred in Rugby town. Table 3.4 shows the average number of caravans on each unauthorised encampment during the 18 quarters of the period Q2 2017-Q3 2021. On average, just over two fifths (44%) of unauthorised encampments consisted of either 0-5 caravans or 6-10 caravans. As such, only a small proportion (11%) consisted of 11 or more caravans. Whilst this report recommends the implementation of a negotiated stopping place policy, it is evident from the tables below that new transit provision consisting of between 6-10 pitches would be sufficient to accommodate almost all (89%) of unauthorised encampments that occurred in Rugby Borough between Q2 2017-Q3 2021. Given that over three quarters (76%) of all recorded unauthorised encampments in the previous 3.5 years occurred in Rugby town, it is recommended that any new transit provision is situated in or close to the town, near to main arterial routes e.g. M45 or M6, but not close to any existing accommodation provision.

Figure 3.6 Total unauthorised encampments in Rugby per quarter Q2 2017-Q3 2021



Source: Rugby BC 2022

Table 3.3 Unauthorised encampments by location Q2 2017-Q3 2021

	No.	%
Rugby	71	76%
Brownsover	11	12%
Brandon	6	6%
Dunchurch	2	2%
Stretton-On-Dunsmore	2	2%
New Bilton	1	1%
Long Lawford	1	1%
Total	94	100%

Source: Rugby BC 2022

Table 3.4 Average number of caravans per encampment

	No.	%	Cum %
0-5 caravans	8	44%	44%
6-10 caravans	8	44%	89%
11-15 caravans	2	11%	100%
Total	18	100%	

Source: Rugby BC 2022

Pitches within the study area

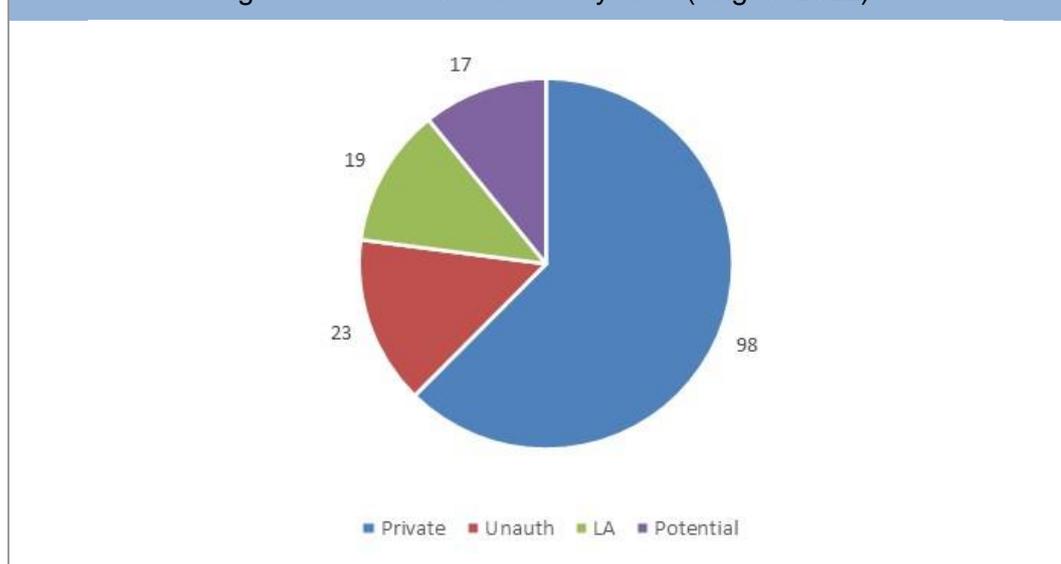
- 3.20 Table 3.5 and Figure 3.7 are based on local authority data and site visits. As of 1st August 2022, within Rugby Borough there are 140 pitches consisting of 117 pitches on authorised developments: 98 privately owned pitches, 19 local authority pitches, and 23 pitches on unauthorised developments. There were a further 3 pitches with planning permission but are no longer occupied by Gypsies and Travellers and are now part of a residential caravan site, providing accommodation to non-Gypsies and Travellers.
- 3.21 Of the 98 privately owned pitches, 81 were occupied during the consultation period and 17 are potential pitches i.e. pitches with planning permission which have yet to be developed. Of the 19 local authority pitches, 17 were occupied and 2 were vacant during the consultation period. Of the 23 pitches on unauthorised developments, 22 were occupied during the consultation period, 0 were vacant and there is 1 potential pitch yet to be developed.

Table 3.5 Pitches in the study area (August 2022)

	No.
Privately owned – occupied	81
Potential pitches	17
LA owned pitches	19
Unauthorised pitches	23
Total	140

Source: GTAAS 2022

Figure 3.7 Pitches in the study area (August 2022)



Source: GTAAS 2022

Travelling Showpeople

- 3.22 Data is also available in the study area from planning data showing provision for Travelling Showpeople. The study area currently contains no plots. The cultural practice of Travelling

Showpeople is to live on a plot in a yard in static caravans or mobile homes, along with smaller caravans used for travelling or inhabited by other family members (for example, adolescent children). Their equipment (including rides, kiosks and stalls) is usually kept on the same plot.

- 3.23 It should consequently be borne in mind that the amount of land needed to live on is greater than for Gypsies and Travellers. For clarity, we refer to Travelling Showpeople 'plots' rather than 'pitches', and 'yards' rather than 'sites' to recognise the differences in design. There are no known Showpeople yards in the area.

Summary

- 3.24 The 2011 Census suggests there were 160 Gypsies and Travellers residing in Rugby representing about 0.16% of the total population. The 2011 Census also records a total of 43 Gypsy and Traveller households residing within the borough of which the majority were residing in social rented accommodation. The DLUHC January 2022 Caravan Count shows there were 183 Gypsy and Traveller caravans located in Rugby. When population size is considered the proportion in Rugby is 165 caravans per 100,000 population compared to an average of 44 in England.
- 3.25 Rugby Borough Council collects extensive data on unauthorised encampments taking place throughout the borough. Between Q2 2017 to Q3 2021 there were a total of 94 unauthorised encampments over the period equating to an average of 5 per quarter. The highest number of unauthorised encampments was 18 which occurred in January to March 2019 although, on average, the number of unauthorised encampments within the borough has been steadily decreasing. On average, each unauthorised encampment consisted of 6 vehicles and lasted 3 days. Unauthorised encampments took place in various locations around the borough but most commonly took place in Rugby.
- 3.26 Whilst this report recommends the implementation of a negotiated stopping place policy, it is evident that new transit provision consisting of between 6-10 pitches would be sufficient to accommodate almost all (89%) of unauthorised encampments that occurred in Rugby Borough between Q2 2017-Q3 2021. It is recommended that any new transit provision is situated in or close to the town, near to main arterial routes e.g. M45 or M6, but not close to any existing accommodation provision.
- 3.27 As of 1st August 2022, within Rugby Borough there are 140 pitches consisting of 117 pitches on authorised developments: 98 privately owned pitches, 19 local authority pitches, and 23 pitches on unauthorised developments. Of the 98 privately owned pitches, 81 were occupied during the consultation period and 17 are potential pitches i.e. pitches with planning permission which have yet to be developed. Of the 19 local authority pitches, 17 were occupied and 2 were vacant during the consultation period. Of the 23 pitches on unauthorised developments, 22 were occupied during the consultation period, 0 were vacant and there is 1 potential pitch yet to be developed.

4. Stakeholder consultation and duty to cooperate

Stakeholder consultation

Introduction

- 4.1 Consultations with a range of stakeholders were conducted in March 2022 to provide in-depth qualitative information about the accommodation needs of Gypsies, Travellers, and Showpeople. The aim of the consultation was to obtain both an overall perspective on issues facing these groups, and an understanding of local issues that are specific to the study area.
- 4.2 In recognition that Gypsy and Traveller issues transcend geographical boundaries and the need to cooperate in addressing the needs of Gypsies and Travellers, an online survey and telephone consultation was undertaken with stakeholders and representatives from the study area and neighbouring local authorities.
- 4.3 Themes raised through the consultations included: the need for additional provisions and facilities; travelling patterns; the availability of land; accessing services; and work taking place to meet the needs of Gypsies and Travellers. This chapter presents brief summaries of the online and telephone consultation with stakeholders and highlights the main points that were raised. Where relevant, the points raised are considered further in relation to the analysis in Chapter 6.

Accommodation needs

- 4.4 According to stakeholders, there is a need for more site provision in both Rugby and neighbouring authority areas. Some sites have strong family connections which make non-family occupants feel vulnerable. According to one stakeholder there are tensions on a particular site in Rugby as it is partly occupied by local authority tenants and partly private tenants. Households are more likely to gain a private tenancy although they are often terminated at short notice. The mixed tenure on the site can make it difficult to manage. Generally, it was suggested that households are satisfied with sites in Rugby although some pitches are in need of repair.
- 4.5 According to stakeholders from neighbouring authorities, there are few vacant pitches. Some local authority pitches are in need of renovation and there is a lack of green spaces on some sites. It was suggested that Rugby Borough Council has only one council owned site which does not provide an adequate number of pitches for the number of Gypsies and Travellers in the local area. Some sites have temporary rather than permanent planning permission. In relation to boat dwellers, it was suggested that there is a lack of affordable moorings.

- 4.6 Larger sites can be more difficult to maintain and can lead to issues around community cohesion. Generally, it was thought that there tends to be less public opposition to the provision of new small sites compared with larger ones. Issues that can arise on larger sites include conflict between families, high turnover, and costs of repairs and maintenance. In the longer run, families moving away from a larger site due to conflict create need for accommodation elsewhere.
- 4.7 Stakeholders commented on the availability and affordability of land for Gypsies and Travellers. Most sites put forward for development are located in the green belt area. This is due to affordability as green belt land cannot be developed without meeting strict planning criteria and so is cheaper. This is a key barrier to new sites as local authorities are restricted in granting planning permission in green belt areas. One suggestion was for larger housing developments to incorporate new Gypsy and Traveller sites.

Transit provision and travelling patterns

- 4.8 The need for the provision of new transit sites was discussed. It was felt that the absence of transit provision across all of the authorities and not just within the study area leads to more unauthorised encampments. However, it was acknowledged that the Covid-19 pandemic impacted on the extent to which households travelled during 2020 and 2021.
- 4.9 Stakeholders discussed travelling patterns. The main reasons for travelling were deemed: to be close to friends and family, for employment reasons, for holidays, and for cultural reasons i.e. to reinforce cultural identity. According to a stakeholder from a neighbouring authority, Gypsy and Traveller households attend the annual Kenilworth Fair which occurs twice a year. However, it is understood that the land on which the fair occurs has recently been sold for housing. Also, Gypsy and Traveller households attend the Stowe horse fair which usually occurs in May, although the pandemic has meant that it had not taken place for two years.
- 4.10 It was agreed that it can be difficult to determine travelling routes although there was acknowledgment that these transcend local authority boundaries. Key routes within the county were regarded to be the M69, M6, and A46. It was suggested that some Gypsy and Traveller households travel seasonally in Warwickshire and stay for short periods, sometimes on roadsides until moved on. There tends to be less travelling for work during the winter months.
- 4.11 Stakeholder opinions as to whether the number of unauthorised encampments has increased or decreased over recent years varied, although it was acknowledged that the Covid-19 pandemic led to households being less likely to travel. Stakeholders acknowledged that increased transit provision would lead to fewer unauthorised encampments and associated negative publicity. However, the need is for new transit provision across the country rather than just locally. It is important that any new provision has access to key arterial roads in the county.

- 4.12 A stakeholder from a neighbouring Warwickshire authority stated that their most recent GTAA had identified a need for 6 transit pitches. Another stakeholder from a neighbouring authority stated that they currently have one transit site within the district. However, the pitches are part of a large private site and have not been used as transit provision. It was suggested that it can sometimes be difficult to differentiate between transit and permanent sites. The local authority is looking at different options such as temporary stopping places.

Barriers to provision

- 4.13 The main barriers to provision of both permanent and transit were seen to be perceptions of Gypsies and Travellers, public and political opposition, lack of available and affordable land, and the planning process. Not knowing the planning process or issues with access to relevant information can lead to families employing specialist planning agents.
- 4.14 According to stakeholders, there is a lack of suitable, affordable land in the county. Much available land is situated in green belt areas which constrains development. A stakeholder from a neighbouring authority stated that the local authority area is urban and highly constrained. Beyond the urban area lies designated green belt which places policy constraints on the ability for land to be developed for sites. Another stakeholder from a neighbouring authority stated that Planning Policy for Traveller Sites (PPTS) (2015) has led to households who are not able to travel due to illness, disability, caring responsibilities, or old age no longer being assessed as having need for a pitch.
- 4.15 Public and political preconceptions about Gypsies, Travellers, and Travelling Showpeople were seen to influence attitudes towards the provision of new sites. There is perceived to be a lack of understanding by local communities of the Gypsy, Traveller and Travelling Showpeople communities when applying for accommodation provision. According to one neighbouring authority, applications for new sites (or regularisation of existing sites) always attract objections from the settled community. The local authority is aware of planning decisions being refused on the basis of the poor relationship between the Gypsy and Traveller, and settled communities.
- 4.16 It was suggested that negative stereotypes can impact on people's perceptions of Gypsies and Travellers. Some tradespeople refuse to undertake work on Gypsy and Traveller sites or inflate prices. Misunderstanding and prejudice about the Gypsy and Traveller community is often exacerbated by the media. The settled community are sometimes concerned about the financial impact of unauthorised encampments. Alternatively, it was suggested that well run and managed sites tend to be well integrated with the settled community. Better management of unauthorised encampments would help improve relationships between the different communities. According to one stakeholder, the Police, Crime, Sentencing and Courts Act 2022 will criminalise unauthorised encampments.

Access to services

- 4.17 Generally, stakeholders were not aware of any specific service or support needs in relation to the Gypsy and Traveller community. It was suggested that the travelling community has more health problems and lower educational attainment compared with the settled community. Boys are usually expected to work with the men of the family after early teens. Households may not know how to access services or may require help with paperwork due to literacy issues.

Cooperation and communication

- 4.18 Stakeholders spoke of how they are currently working towards improving the partnership working between council departments and other agencies which deal with Gypsy and Traveller issues. Gypsy and Traveller issues transcend local authority borders, so cooperation between authorities is necessary. According to one stakeholder, cooperation between local authorities regarding Gypsy and Traveller issues is “satisfactory, although there is always room for improvement”. Another stated that “there needs to be better cooperation and communication between local authorities, county councils, and support services such as the police”.
- 4.19 It was suggested that local authority areas with larger Gypsy and Traveller populations tend to better coordinate services. A directory of key contacts would help improve support networks. Also, there needs to be better representation of the Gypsy and Traveller community at all levels of services. According to a stakeholder from a neighbouring authority, planning and enforcement officers have built a good relationship with members of the Gypsy and Traveller community. Local authorities in the county are working on a joint Housing and Economic Development Needs Assessment (HEDNA) for Coventry and Warwickshire, although it is not expected to be concluded until autumn/winter 2022.

Summary

- 4.20 Consultation with key stakeholders offered important insights into the main issues within the study area. It was generally acknowledged that there is a lack of accommodation provision throughout the study area. According to stakeholders, households are satisfied with sites in Rugby although some pitches are in need of repair. Larger sites can be more difficult to maintain and can lead to issues around community cohesion. Generally, it was thought that there tends to be less public opposition to the provision of new small sites compared with larger ones.
- 4.21 There is a lack of transit provision across all of the authorities and not just within the study area which leads to more unauthorised encampments. However, it was acknowledged that the Covid-19 pandemic impacted on the extent to which households travelled during 2020 and 2021. The main reasons for Gypsy and Traveller households travelling were deemed: to be close to friends and family, for employment reasons, for holidays, and for cultural reasons

i.e. to reinforce cultural identity. Key routes within the county were regarded to be the M69, M6, and A46.

- 4.22 The main barriers to new permanent and transit sites were seen to be: perceptions of Gypsies and Travellers, public and political opposition, lack of available and affordable land, and the planning process. Much available land is situated in green belt areas which constrains development. Public and political preconceptions about Gypsies, Travellers, and Travelling Showpeople were seen to influence attitudes towards the provision of new sites. In response, there needs to be a better understanding between the Gypsy and Traveller, and settled, communities. Stakeholders are currently working towards improving partnership working between different departments and organisations although there needs to be better cooperation on Gypsy and Traveller issues.

5. Gypsies and Travellers consultation

Introduction

5.1 This chapter provides a snapshot of households residing in the study area at the time of the survey (July-August 2022) and an analysis of need for current and future pitches across the study area. In doing so, it examines the key findings derived from the consultation with Gypsy and Traveller households.

Methodology

5.2 This section of the assessment focuses on the consultation with Gypsies and Travellers. It included questions regarding issues such as family composition (per pitch), accommodation and facilities, the condition, ownership, management and suitability of current sites and pitches (including facilities and services), occupancy of existing pitches (including the number of, and reasons for, vacant and / or undeveloped pitches, and future plans for pitches), travelling patterns, and accommodation needs.

5.3 The number and location of pitches were determined using a combination of local authority data and site visits. The latter involved consultation with households which helped to clarify the status of pitches (i.e. which pitches are occupied by Gypsies and Travellers, vacant pitches, pitches with planning permission but 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.

5.4 All efforts were made to access households residing in bricks and mortar accommodation. The methods used in attempting to contact households residing in bricks and mortar accommodation included:

- Asking households residing on sites if they were aware of any relatives or friends residing in bricks and mortar accommodation;
- Contacting key stakeholders to request help to access Gypsies and Travellers living in bricks and mortar; and
- Seeking information about the location of households residing in bricks and mortar accommodation through the stakeholder interviews.

5.5 However, it was not possible to consult with any households residing in bricks and mortar accommodation. As such, an alternative method of determining the accommodation needs of Gypsy and Traveller households residing in bricks and mortar accommodation was applied (see step 15 below).

Existing Supply

- 5.6 There are a total of 117 authorised pitches, with 98 being occupied at the time of the consultation in August 2022. There is also a site with planning permission for 3 pitches, but this has since been converted into a residential caravan site for the over-50s, so no longer included in the supply.
- 5.7 Table 5.1 presents the occupied pitches, vacant pitches (current pitches with planning permission but not occupied at the time of the consultation), and potential pitches (pitches with planning permission expected to be developed or redeveloped and occupied within the first five-year period), along with the total number of supply.

Table 5.1 Gypsy and Traveller survey response rates			
Authorised Pitches	Vacant Pitches	Potential Pitches	Total
98	2	17	117

Source: GTAAS 2022

- 5.8 Table 5.2 lists the number of pitches with temporary planning permission and those with no planning permission and recorded as unauthorised developments (including unauthorised pitches tolerated by the local authority and those with pending applications or appeals). As can be seen in the needs calculations below these pitches contribute towards the additional needs in the area, due to being in need of permanent planning permission and the occupants having accommodation need.

Table 5.2 Gypsy and Traveller pitches without permanent permission per local authority		
Temporary	Unauthorised developments	Total
0	23	23

Source: GTAAS 2022

- 5.9 Every known authorised and unauthorised site was visited. Whilst direct consultation with individual households was mainly undertaken, some was through members of the community (including neighbours, site managers and relatives). This resulted in a response rate of 80% and data concerning accommodation need and occupancy confirmed of all known pitches and sites.
- 5.10 In relation to consultation undertaken on authorised, occupied permanent pitches, the response rates are as follows:

Table 5.3 Gypsy and Traveller survey response rates		
Occupied Authorised Permanent Pitches	No. Surveyed	Response rate %
98	78	80%

Source: GTAAS 2022

5.11 In relation to consultation undertaken on known unauthorised development pitches, the response rates are as follows:

Table 5.3 Gypsy and Traveller survey response rates		
Unauthorised Development Pitches	No. Surveyed	Response rate %
23	21	91%

Source: GTAAS 2022

Accommodation Need 2022-2027¹⁷

5.12 The need for residential pitches in the study area is assessed according to a 15-step process, based on the model suggested in DCLG (2007) guidance and supplemented by data derived from the survey. The results of this are shown in Table 5.5 below, while the subsequent section contains explanations of the sourcing and calculation of figures for each step.

5.13 As discussed in Chapter 2, there are differing interpretations of the PPTS (2015) definition. As such, the needs assessment provides two accommodation needs figures: first, based on ethnic identity ('Ethnic' column); and second, based on PPTS (2015) ('PPTS' column).

5.5: Estimate of the need for permanent residential site pitches: 2022-2027		
	Ethnic	PPTS
1) Current occupied permanent residential site pitches	98	98
<i>Current residential supply</i>		
2) Number of unused residential pitches available	2	2
3) Number of existing pitches expected to become vacant through mortality in next 5 years	3	3
4) Net number of households on sites expected to leave the area in next 5 years	0	0
5) Number of households on sites expected to move into housing in next 5 years	0	0
6) Residential pitches planned to be built or to be brought back into use in next 5 years	17	17
Total Additional Supply	22	22
<i>Additional residential need</i>		
7) Seeking permanent permission from temporary sites	0	0
8) Households (on pitches) seeking residential pitches in the area, excluding those counted as moving due to overcrowding in step 12	4	4
9) Households on transit pitches requiring residential pitches in the area	0	0
10) Households on unauthorised encampments requiring residential pitches	0	0
11) Households on unauthorised developments requiring residential pitches	23	20
12) Households currently overcrowded (or hidden family members) on pitches seeking residential pitches in the area, excluding those containing emerging household in step 8	16	13
13) Net new households expected to arrive from elsewhere	0	0
14) New family formations expected to arise from within existing households	17	14

¹⁷ Please note that due to rounding column totals may differ slightly from row totals

15) Households in housing but with a psychological aversion to housed accommodation	10	0
Total Need	70	51
<i>Balance of Need and Supply</i>		
Total Additional Pitch Requirement	48	29
Annualised Additional Pitch Requirement	10	6

Source: GTAAS 2022

Requirement for residential pitches 2022-2027: steps of the calculation

5.14 Information from Rugby Borough Council and the census plus evidence from the survey was used to inform the calculations including:

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

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

Supply of pitches 2022-2027

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

Step 1: Current occupied permanent site pitches

5.17 Based on information provided by the council and corroborated by site visits and household surveys, there are currently 117 authorised pitches, with 98 occupied in the study area.

Step 2: Number of unused residential pitches available

5.18 There are currently 2 vacant pitches.

Step 3: Number of existing pitches expected to become vacant 2022-2027

5.19 This is calculated using mortality rates as applied in conventional Housing Needs Assessments. However, the figures for mortality have been increased in accordance with

studies of Gypsy and Traveller communities suggesting a life expectancy approximately 10 years lower than that of the general population.¹⁸ This results in the supply of 3 pitches.

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

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

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

5.21 This is determined by survey data. It was assumed that all those currently residing on sites planning to move into housing in the next five years (step 5), or preferring to move into housing from an overcrowded pitch (step 11), would be able to do so. This resulted in a supply of 0.

Step 6: Residential pitches planned to be built or brought back into use, 2022-2027

5.22 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 17 pitches in the study area that are expected to be built or brought back into use in the study area during the period 2022-2027. It should be noted that if any of the 17 potential pitches were not developed during the first 5-year period the accommodation needs would subsequently increase e.g. if 4 potential pitches were not developed the accommodation needs would increase by 4 pitches.

Need for pitches 2022-2027

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

Step 7: Seeking permanent permission from temporary sites

5.24 This is determined by local authority data. It is assumed that families residing on pitches whose planning permission expires within the period 2022-2027 will still require accommodation within the study area. There are 0 pitches with temporary permission.

Step 8: Family units on pitches seeking residential pitches in the study area 2022-2027

¹⁸ E.g. L. Crout, *Traveller health care project: Facilitating access to the NHS*, Walsall Health Authority, 1987. NB: For Travelling Showpeople, the standard mortality rate is used.

5.25 This is determined by survey data. These family units reported that they 'needed or were likely' to move to a different home in the next five years, and wanted to stay on an authorised site, or that they were currently seeking accommodation.

5.26 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 of 4 pitches in the study area.

Step 9: Family units on transit pitches seeking residential pitches in the study area 2022-2027

5.27 This is determined by survey data. These family units reported that they required permanent pitches within the study area in the next five years. There was 0 need resulting from this source.

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

5.28 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 study area. Please note that only Gypsies and Travellers requiring permanent accommodation within the study area have been included in this calculation – transiting Gypsies and Travellers are included in separate calculations. There were 0 households surveyed on unauthorised encampments within the study area during the survey period.

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

5.29 From consultation and data from the council, there are 23 unauthorised developments in the local authority area. All unauthorised development pitches are regarded by the local authority as tolerated. This results in the need of 23 residential pitches over the period 2022-2027 ('ethnic definition'), and 20 pitches ('PPTS' definition).

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

5.30 There is a need for 16 households requiring residential pitches over the period 2022-2027 ('ethnic definition'), and 13 pitches ('PPTS' definition).

Step 13: New family units expected to arrive from elsewhere

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

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

- 5.32 The number of individuals needing to leave pitches to create new family units was estimated from survey data. Allowing for those planning to leave the area, and for estimated rates of marriages to both Gypsies and Travellers and non-Gypsies and Travellers. This will result in the formation of 17 new households requiring residential pitches over the period 2022-2027 ('ethnic definition'), and 14 pitches ('PPTS' definition).

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

- 5.33 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 a cultural aversion to residing in bricks and mortar accommodation (see DCLG October 2007)¹⁹. 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.
- 5.34 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 around 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* including Central Lincolnshire (2013 and 2020), South Kesteven and Rutland (2016), and Bassetlaw (2019). Local Plan examinations already undertaken have found these GTAA's to be sound. This will result in the formation of 10 new households requiring residential pitches over this five-year period ('ethnic definition'). There is insufficient evidence to confirm the extent to which households residing in bricks and mortar accommodation travel. As such, accommodation need arising from psychological aversion is only determined in relation to households who meet the 'ethnic' definition and not in relation to those who meet the PPTS definition.

¹⁹ DCLG, Consultation on revised planning guidance in relation to Travelling Showpeople, January 2007.

Balance of Need and Supply

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

	Ethnic	PPTS
Supply	22	22
Need	70	51
Difference	48	29

Source: GTAAS 2022

Requirement for residential pitches 2027-2037

5.36 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 the 5-year period of 2022-2027. As such, only natural population increase (same as step 15 above), mortality, and movement into and out of the study area accommodation need to be considered for the period 2027-2037. The base figures regarding the number of pitches on sites at the end of the first 5-year period are shown in Table 5.6 below. Please note that the 2022 base figures include both authorised occupied and vacant pitches, whilst the 2027 base figures assume that any potential pitches have been developed.

5.37 2027 pitch base figures are determined by a number of factors including:

- the number of occupied pitches in 2022 (as determined by the household survey)
- the number of vacant pitches in 2022 (as determined by the household survey)
- the number of potential pitches (as determined by local authority data)
- accommodation need for the period 2022-2027 (as determined by the GTAAS)

5.38 In relation to the accommodation needs based on the ethnic identity definition, the 2027 base data is determined by:

- Occupied pitches in 2022 (98) + vacant pitches (2) + potential pitches (17) + additional needs 2022-2027 (48) = 165 pitches.

5.39 It is assumed that by 2027 vacant pitches will be occupied, potential pitches will have been developed and occupied, and any additional need has been met by new supply.

Table 5.7 Base figures for Gypsy and Traveller pitches as at July 2022					
	2022 Base	Vacant	Potentials 2022-27	Need 2022-27	2027 Base
Ethnic	98	2	17	48	165
PPTS	98	2	17	29	146

Source: GTAAS 2022

- 5.40 In relation to this accommodation assessment, analysis of the current population indicates that an annual household growth rate of 2.28% per annum (compound) equating to a 5-year rate of 11.92%. This is based on an analysis of various factors derived from the surveys including current population numbers, the average number of children per household, and marriage rates. It is assumed that these rates are likely to continue during the period 2032-2037.
- 5.41 Table 5.7 shows the accommodation need for the local authority area over the 15-year period 2022-2037.

Table 5.8: Summary of Gypsy and Traveller accommodation needs 2022-37 (pitches)		
Period	Ethnic definition	PPTS 2015 definition
2022-2027	48	29
2027-2032	15	13
2032-2037	16	14
Total 2022-2037	79	56

Source: GTAAS 2022

Requirements for transit pitches / negotiated stopping arrangements

- 5.42 In relation to transit provision, it is recommended that 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.
- 5.43 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).
- 5.44 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 the local authority to respond to the temporary accommodation needs of transiting households within the area rather than simply directing them to neighbouring authorities. Also, the local authority 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.

- 5.45 Whilst this report recommends the implementation of a negotiated stopping place policy, it is evident that new transit provision consisting of between 6-10 pitches would be sufficient to accommodate almost all (89%) of unauthorised encampments that occurred in Rugby Borough between Q2 2017-Q3 2021. It is recommended that any new transit provision is situated in or close to the town, near to main arterial routes e.g. M45 or M6, but not close to any existing accommodation provision.

Summary

- 5.46 This chapter has provided both quantitative and qualitative data regarding key characteristics of respondent households residing on Gypsy and Traveller sites. It indicates that there is a need over the period 2022-2037 for 79 pitches (ethnic definition), or 56 pitches (PPTS definition). In relation to transit provision it recommends the adoption of a negotiated stopping policy and/or new transit provision consisting of between 6-10 pitches situated in or close to Rugby Town, near to main arterial routes e.g. M45 or M6, but not close to any existing accommodation provision.

6. Conclusion and recommendations

Introduction

- 6.1 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.
- 6.2 The chapter begins by presenting an overview of the policy changes, followed by review of the needs and facilitating the needs of Gypsy and Traveller sites and then concludes with key recommendations.

Accommodation needs

- 6.3 Table 6.1 outlines the accommodation needs in relation to Gypsies and Travellers for the period 2022-2037:

Gypsies and Travellers

Period	Ethnic definition	PPTS 2015 definition
2022-2027	48	29
2027-2032	15	13
2032-2037	16	14
Total 2022-2037	79	56

Source: GTAAS 2022

- 6.4 It is recommended that the local planning authority seeks to meet the PPTS (2015) need (as required) with 'ethnic' need covered by a criteria-based policy. This will not only demonstrate knowledge of the overall accommodation need of all Gypsies and Travellers, but also able to demonstrate that how accommodation need for those who do not meet the PPTS (2015) definition are being addressed. The local authority could adopt the accommodation needs as determined by the PPTS (2015) definition for Gypsies and Travellers, with the remaining need from the ethnic definition as a reserve need. This means that the local authority would first meet the need of 56 pitches (29 within the first 5-years), but then meet the 'potential' need of a further 23 pitches (19 within the first 5 years). It is important to note that this only refers to Gypsies and Travellers and not Travelling Showpeople.

The location of new provision

- 6.5 There is general consensus that smaller sites and yards are preferred by Gypsy, Traveller, Showpeople, and residential caravan dweller communities due to better management and maintenance of provision and security. Ongoing monitoring of provision and vacant

provisions should be undertaken by Rugby Borough alongside discussions with different community groups, to ensure that any additional need that may arise is identified.

6.6 Ensuring that new accommodation provision is 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 or yards should be involved in consultations. Some households are interested in increasing current permanent accommodation provision on existing sites or developing new provision elsewhere in the study area. There is the potential to address some of the existing accommodation need for Gypsies and Travellers by developing land that is either already owned by the households or land they intend to purchase.

6.7 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?

- 6.8 It is important that new provisions are located close to amenities such as shops, schools and health facilities or where there are good transport links or within reasonable distance for households to access the necessary facilities and amenities. DCLG (2015) guidance suggests that local planning authorities should strictly limit new Gypsy and Traveller site development in the open countryside that is away from existing settlements or outside areas allocated in the development plan. Local planning authorities should ensure that sites in rural areas do not dominate the nearest settled community and avoid placing an undue pressure on the local infrastructure. As stated in Chapter 2, Rugby's Local Plan policies contain locational criteria to help determine suitable locations for the development of new sites or yards.
- 6.9 PPTS (2015) states that when considering applications, local planning authorities should attach weight to the following matters:
- a. effective use of previously developed (brownfield), untidy or derelict land
 - b. sites being well planned or soft landscaped in such a way as to positively enhance the environment and increase its openness
 - c. promoting opportunities for healthy lifestyles, such as ensuring adequate landscaping and play areas for children
 - d. not enclosing a site with so much hard landscaping, high walls or fences, that the impression may be given that the site and its occupants are deliberately isolated from the rest of the community
- 6.10 In some cases, it may be necessary for the identified need to be met outside of the local authority where it arises, and local planning authorities should work together under the Duty to Co-operate where this is the case and whilst this duty remains in force. For example, if a household is unable to gain planning permission or find a site or yard in the local area, they might have to consider alternative options in neighbouring or nearby local authorities.
- 6.11 One option is to provide new pitches as part of sustainable urban extensions. Local authorities may choose to include a requirement for Gypsy and Traveller pitches to be included in an urban extension and stipulate that they are developed in that location because it has good access to schools, shops, community facilities and places of employment. There are yet no examples of local authorities successfully developing new Gypsy and Traveller pitches as part of urban extensions. However, some local authorities have incorporated the principle into local planning policies including Mid Devon District Council, Charnwood Borough Council, and Worcester City Council.

The size of new provision

- 6.12 There are differences between the different communities as to the ideal size of new accommodation provision. The following presents an overview according to community type:

Gypsy and Traveller pitches

- 6.13 The CLG's 'Designing Gypsy and Traveller Sites – Good Practice Guide' (2008) (withdrawn 2015) guidance states that there is no one-size-fits-all measurement of a pitch as, in the case of the settled community, this depends on the size of individual families and their particular needs. However, they do suggest that as a general guide, it is possible to specify that an average family pitch must be capable of accommodating an amenity building, a large trailer and touring caravan, (or two trailers, drying space for clothes, a lockable shed for bicycles, wheelchair storage etc.), parking space for two vehicles and a small garden area.
- 6.14 Based on previous and current DCLG guidance, it can be determined that a pitch of approximately 325 square metres would take into account all minimum separation distance guidance between caravans and pitch boundaries as stipulated in guidance and safety regulations for caravan development. A pitch size of at least 500 square metres (0.05ha) would comfortably accommodate the following on-pitch facilities:
- Hard standing for a touring caravan (enabling households to travel)
 - Hard standing for a static caravan (including double static trailers)
 - 2 car parking spaces
 - 1 amenity block
 - Hard standing for storage shed and drying
 - Garden/amenity area
- 6.15 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.

Transit provision

- 6.16 It is recommended that Rugby Borough Council adopt a negotiated stopping policy. In relation to transit provision it recommends the adoption of a negotiated stopping policy and/or new transit provision consisting of between 6-10 pitches situated in or close to Rugby town, near to main arterial routes e.g. M45 or M6, but not close to any existing accommodation provision.
- 6.17 Negotiated stopping policy 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. Agreements could be made with households residing on sites and

allowing visiting family and friends to stay for agreed periods of time. This would lead to fewer unauthorised encampments which adversely impact on the local community.

Summary

- 6.18 This report provides the assessment of levels of accommodation need needed by Gypsies, Travellers, and Showpeople. It is then for Rugby Borough Council to determine how it will use the information provided in this report and address the needs through its Development Plan Document.
- 6.19 Local Plans have to adhere to the National Planning Policy Framework (NPPF) (July 2021), PPTS (2015), and the Equalities Act (2010). As such, in relation to Gypsies and Travellers, it is recommended that the Council incorporate both the PPTS (2015) and the ethnic calculations into their Development Plan Document. This will not only demonstrate knowledge of the overall accommodation need of all Gypsies and Travellers, but also able to demonstrate that how accommodation need for those who do not meet the PPTS (2015) definition are being addressed. It is important to note that this only refers to Gypsies and Travellers and not Travelling Showpeople.
- 6.20 Rugby Borough may also need to consider additional accommodation needs which may materialise over the Local Plan period. For example, the accommodation needs of households not included in the calculation of need as part of this assessment (i.e. not living in bricks and mortar, on known authorised or unauthorised sites, encampments or transit provision, or from outside of the study area) should be considered separate to the need identified in this assessment. Such additional accommodation needs could be met through windfall allocations.
- 6.21 In addition to the above in order to meet the specific accommodation need of the different community groups, the report recommends the following:

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 sites to determine how they could expand the number of pitches to meet families' accommodation needs.
- To consider alternative options for developing new sites such as developing them on a cooperative basis, shared ownership, or small sites owned by a local authority but rented to families for their own use.
- Prior to action being taken against sites being used without planning permission, the local authority, in partnership with landowners, occupants and relevant agencies (e.g. National Federation of Gypsy Liaison Groups), to review its current, historic and potential planning status, and review the most effective way forward.

- To consider safeguarding Gypsy and Traveller sites with permanent planning permission for their current use unless it can be demonstrated that they are no longer required to meet identified need.
- To consider alternative site funding mechanisms such as: site acquisition funds; loans for private site provision through Community Development Financial Institutions; and joint ventures with members of the Gypsy and Traveller community.
- The population size and demographics of the Gypsy, Traveller, and Travelling Showpeople communities can change rapidly. As such, their accommodation needs should be reviewed every 5 to 7 years.

Management:

- Develop a holistic vision for their work on Gypsies and Travellers and embed it in Community and Homelessness Strategies, Local Plans and planning and reporting obligations under the Equality Act 2010.
- Provide training and workshop sessions with local authority and service provider employees (and elected members) to help them to further understand issues relating to the Gypsy and Traveller, and Showpeople.
- 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 and Traveller, and Travelling Showpeople issues.

Bibliography

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

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

CLG, *Designing Gypsy and Traveller Sites – Good Practice Guide*, May 2008.

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

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

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

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

DCLG, *Gypsy and Traveller Accommodation Needs Assessments*, October 2007.

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

Department of Levelling Up, Housing, and Communities (DLUHC), *January 2022 Traveller Caravan Count*, June 2022.

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

House of Commons *Tackling inequalities faced by Gypsy, Roma and Traveller communities*, April 2019.

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

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

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

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

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

Rugby Borough Council, *Local Plan 2011-2031* (June 2019)

Rugby Borough Council, *Gypsy and Traveller Site Need and Supply Background Paper* (December 2021).

Glossary

Amenity block

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

Authorised site

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

Average

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

Bedroom standard

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

Bricks and mortar accommodation

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

Caravan

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

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

Concealed household

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

Doubling up

More than one family unit sharing a single pitch.

Emergency stopping places

Emergency stopping places are pieces of land in temporary use as authorised short-term (less than 28 days) stopping places for all travelling communities. They may not require planning permission if

they are in use for fewer than 28 days in a year. The requirements for emergency stopping places reflect the fact that the site will only be used for a proportion of the year and that individual households will normally only stay on the site for a few days.

Family Owner Occupied Gypsy Site

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

Family unit

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

Gypsy

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

Gypsy and Traveller

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

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

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

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

Household

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

Irish Traveller

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

Local Authority Sites

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

Local Development Documents (LDD)

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

Negotiated Stopping

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

Net need

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

New Traveller (formerly 'New Age Traveller')

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

Newly forming families

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

Overcrowding

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

Permanent residential site

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

Pitch

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

Plot

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

Primary data

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

Private rented pitches

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

Psychological aversion

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

Secondary data

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

Settled community

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

Site

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

Socially rented site

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

Tolerated

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

Transit site/pitch

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

Travelling Showpeople

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

Unauthorised development

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

Unauthorised encampment

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

Unauthorised site

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