



North Warwickshire
Borough Council



**Lichfield District Council, North
Warwickshire Borough Council and
Tamworth Borough Council**

**Gypsy and Traveller Accommodation
Assessment (GTAA)**

**Final Report
November 2019**



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1. Executive Summary

Introduction and Methodology

- 1.1 The primary objective of this Gypsy, Traveller and Travelling Showpeople Accommodation Assessment (GTAA) is to provide a robust assessment of current and future need for Lichfield District Council, North Warwickshire Borough Council and Tamworth Borough Council (the Councils).
- 1.2 A GTAA was completed for Lichfield and Tamworth in 2012 and a GTAA was completed for North Warwickshire in 2013 – both by Salford University Housing and Urban Studies Unit. As well as updating the previous GTAAs, the principal reason for completing the study was the publication of a revised version of Planning Policy for Traveller Sites (PPTS) in August 2015. This included a change to the definition of Travellers for planning purposes. The key change that was made was the removal of the term persons...who have ceased to travel permanently, meaning that those who have ceased to travel permanently will not now fall under the planning definition of a Traveller for the purposes of assessing accommodation need in a GTAA (see Paragraph 2.8 for full definition).
- 1.3 The GTAA provides a credible evidence base which can be used to aid the preparation and implementation of Development Plan Policies and the provision of new Gypsy and Traveller pitches and Travelling Showpeople plots for the 15-year period up to 2034 as required by the PPTS, with a break for 2033 to meet the North Warwickshire Local Plan period and a further forecast to 2040 to meet the emerging Local Plan periods for Lichfield and North Warwickshire. The outcomes of this study supersede the need figures of any previous Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessments completed in the study area.
- 1.4 The GTAA has sought to understand the accommodation needs of the Gypsy, Traveller and Travelling Showpeople population in the study area through a combination of desk-based research, stakeholder interviews and engagement with members of the Travelling Community living on all known sites and yards. A total of 10 interviews or proxy interviews were completed with Gypsies and Travellers living on sites in Lichfield and 25 interviews or proxy interviews were completed with Gypsies and Travellers living on sites in North Warwickshire. There are no Gypsy or Traveller sites in Tamworth. No Travelling Showmen's yards were identified in the study area. Despite extensive efforts to identify households living in bricks and mortar it was not possible to complete any interviews. In addition, stakeholder engagement was undertaken and a total of 23 telephone interviews were completed.
- 1.5 The fieldwork for the study was completed between February 2019 and April 2019 and the baseline date for the study is **April 2019**.
- 1.6 A Glossary of Terms can be found in **Appendix A**.

Key Findings

Pitch Needs – Gypsies and Travellers

- 1.7 Overall, the pitch needs for Gypsies and Travellers from 2019-2033/34/40 are set out below. Needs are set out for those households that met the planning definition of a Gypsy or Traveller; for those undetermined households where an interview was not able to be completed (either due to households refusing to be interviewed, or not being present despite 3 visits to each site) who may meet the planning definition; and for those households that did not meet the planning definition (even though this is no longer a requirement for a GTAA).
- 1.8 Only the need from those households who meet the planning definition and from those of the undetermined households who subsequently demonstrate that they meet it should be considered as need arising from the GTAA.
- 1.9 The need arising from households that met the planning definition should be addressed through site allocation/intensification/expansion Local Plan Policies. Consideration will also need to be given to the allocation of pitches on public sites.
- 1.10 The Councils will need to carefully consider how to address the needs associated with undetermined Travellers as it is unlikely that all of this need will need to be addressed through the provision of conditioned Gypsy or Traveller pitches. In terms of Local Plan Policies, the Councils should consider the use of a criteria-based policy (as suggested in PPTS) for any undetermined households, as opposed to making a specific allocation in Local Plan Policies.
- 1.11 In general terms, the need for those households who did not meet the planning definition will be addressed as part of general housing need and through separate Local Plan Policies (including any plans that have already been adopted, as all Travellers will have been included as part of the overall Objectively Assessed Need - OAN).
- 1.12 This approach is specifically referenced in the revised National Planning Policy Framework (February 2019). Paragraph 60 of the NPPF sets out that in determining the minimum number of homes needed, strategic plans should be based upon a local housing need assessment conducted using the standard method in national planning guidance. Paragraph 61 then states that [emphasis added] *'Within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, **travellers**, people who rent their homes and people wishing to commission or build their own homes'*. The footnote to this section states that *'Planning Policy for Traveller Sites sets out how travellers' housing needs should be assessed for those covered by the definition in Annex 1 of that document.'*
- 1.13 It is recognised that some of the Council's already have in place an NPPF compliant adopted Local Plan that sets out overall housing need. When these plans are reviewed, or new plans prepared, the findings of this report should be considered as part of future housing mix and type within the context of the assessment of overall housing need.
- 1.14 It will be assumed that all of the need for households living on public sites will need to be met through the provision of public pitches and all of the need from households living on private sites will need to be met through the provision of private pitches. Many households living on private family sites stated that they have sufficient land on their sites to accommodate pitches or accommodation units.

1.15 Further guidance and recommendations on addressing need can be found in the Conclusions sections in Chapters 7, 8 and 9.

Lichfield District Council

- 1.16 There were 7 Gypsy or Traveller households identified in Lichfield that met the planning definition, no undetermined households that may meet the planning definition and 3 households that did not meet the planning definition.
- 1.17 The GTAA identifies a need for **7 pitches up to 2040** for households that met the planning definition, and this is made up of 4 teenage children in need of a pitch of their own in the next 5 years, and 3 from new household formation derived from the site demographics.
- 1.18 The GTAA identifies a need for no pitches for undetermined households as interviews or proxy interviews were completed on all occupied pitches.
- 1.19 Whilst no longer a requirement to include them in a GTAA there is a need for 5 pitches up to 2040 for households that did not meet the planning definition. This is made up of 3 unauthorised pitches, and 2 from new household formation derived from the household demographics.

Figure 1 – Need for Gypsy and Traveller households in Lichfield 2019-2033/34/40

Status	2019-33	2034	2035-40	Total
Meet Planning Definition	6	1	0	7
Undetermined	0	0	0	0
Do not meet Planning Definition	4	1	0	5

North Warwickshire Borough Council

- 1.20 There were 14 Gypsy or Traveller households identified in North Warwickshire that met the planning definition, 12 undetermined households that may meet the planning definition and 11 households that did not meet the planning definition.
- 1.21 The GTAA identifies a net need for **28 pitches up to 2040** for households that met the planning definition, and this is made up of 3 concealed or doubled-up households or adults, 7 teenage children in need of a pitch of their own in the next 5 years, and 19 from new household formation derived from the site demographics. There is also supply from 1 household on the public site who is seeking to move to a public site in another local authority.
- 1.22 Whilst that there are 6 pitches on private family sites with planning permission that have not been implemented, these pitches have not been included as components of general supply. However, they can be used to meet the identified needs of the households living on these sites. The effect of this would be to reduce overall need for households that met the planning definition from 28 pitches **to 22 pitches**.
- 1.23 The GTAA identifies a potential need of up to 5 pitches up to 2040 for undetermined households and this is made up of 1 unauthorised pitch and new household formation of up to 4 from a maximum of 12 households. If the ORS national average of 25% were applied this could result in a need for 1 pitch. Whilst the proportion of households in North Warwickshire that met the planning definition is higher (56%) than 25% this is based on a small household base. Therefore, it is felt that it would be more appropriate to consider the more statistically robust ORS national figure. However, if the locally derived proportion were to be applied this could result in a need of up to 2 pitches from undetermined households.

- 1.24 Whilst there is no longer a requirement to include them in a GTAA there is a need for 11 pitches up to 2040 for households that did not meet the planning definition. This is made up of 3 unauthorised pitches, 3 teenage children who will be in need of a pitch of their own in the next 5 years, and 5 from new household formation derived from the household demographics.

Figure 2 – Need for Gypsy and Traveller households in North Warwickshire 2019-2033/34/40

Status	2019-33	2034	2035-40	Total
Meet Planning Definition	19	2	7	28
Undetermined	4	0	1	5 (25% = 1)
Do not meet Planning Definition	9	0	2	11

Tamworth Borough Council

- 1.25 Despite all the efforts that were made during the course of the GTAA, no Gypsy or Traveller sites were identified in Tamworth, and no households were identified to interview living in bricks and mortar, despite a small number of households being identified in the 2011 Census, and households that were identified to interview during the previous GTAA. These efforts included discussions with Council Officers and other local stakeholders including the Traveller Education Service, and discussions with Travellers living on other sites in the wider study area asking if they had any relatives or friends who may be in need of a pitch on a site who were living in Tamworth.

- 1.26 As such there is no current or future need for pitches in Tamworth over the GTAA period to 2040.

Figure 3 – Need for Gypsy and Traveller households in Tamworth 2019-2033/34/40

Status	2019-33	2034	2035-40	Total
Meet Planning Definition	0	0	0	0
Undetermined	0	0	0	0
Do not meet Planning Definition	0	0	0	0

Plot Needs - Travelling Showpeople

- 1.27 There were no Travelling Showpeople identified in Lichfield, North Warwickshire or Tamworth so there is no current or future need for plots for the GTAA period 2019-33/34/40.

Transit Recommendations

- 1.28 There is currently an inoperative public transit site in North Warwickshire with 12 pitches that is having services repaired following vandalism of the site. It is recommended that this is brought back into use in the first instance to deal with any unauthorised encampments and that no additional transit provision would be required once the site is reopened. The private transit pitches in Lichfield appear to be reducing the numbers of encampments in Lichfield and there are insufficient numbers of encampments in Tamworth to suggest that formal transit provision is required.

- 1.29 Due to potential changes to travelling behaviour as a result of changes to PPTS (2015) the use of historic evidence to assess current and future transit need is not recommended. Any recommendations for any future transit provision will need to make use of a robust post-PPTS (2015) evidence base. It is therefore recommended that the situation relating to levels of unauthorised encampments throughout the area should be monitored whilst any potential changes associated with PPTS (2015) develop.

- 1.30 This monitoring information should be collected as part of a Welfare Assessment (or equivalent) that is completed with households on unauthorised encampments. The way in which Welfare Assessments are carried out varies between local authorities, however, to provide robust input into the assessment of need for any further transit provision it is recommended that local authorities should consider collecting the following information:
- » Numbers of households, caravans and other vehicles.
 - » Reasons why households are in the local area.
 - » How long households are planning to stay in the local area.
 - » Whether households have a permanent place of residence elsewhere.
 - » Where households have come from and where they are planning to move on to next.
 - » Whether households would consider staying on a transit site if one were available.
 - » Whether households have a permanent accommodation need in the local area.
- 1.31 A review of the evidence base relating to unauthorised encampments, including the monitoring referred to above, should be undertaken once there is a sufficient local evidence base following the changes to PPTS in 2015. This will establish whether there is a need for investment in any further formal transit sites or emergency stopping places, or whether a managed approach is preferable alongside the use of existing public and private transit pitches in Lichfield and North Warwickshire.
- 1.32 In the short-term, as well as the existing transit sites, the Councils could consider the use of management-based arrangements for dealing with unauthorised encampments and could also consider the use of Negotiated Stopping Agreements, as opposed to taking forward an infrastructure-based approach.
- 1.33 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 agreements 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. Agreements are made between the Council and the (temporary) residents regarding expectations on both sides.
- 1.34 Temporary stopping places can be made available at times of increased demand due to fairs or cultural celebrations that are attended by Gypsies and Travellers. A charge may be levied as determined by the local authority although they only need to provide basic facilities including: a cold-water supply; porta-loos; sewage disposal point and refuse disposal facilities.

2. Introduction

The Study

- 2.1 The primary objective of this Gypsy and Traveller Accommodation Assessment (GTAA) is to provide a robust assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation in the following local authority areas: Lichfield District Council, North Warwickshire Borough Council and Tamworth Borough Council. The outcomes of this study supersede the outcomes of any previous Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessments completed in the study area.
- 2.2 A GTAA was completed for Lichfield and Tamworth in 2012 and a GTAA was completed for North Warwickshire in 2013 – both by Salford University Housing and Urban Studies Unit. As well as updating the previous GTAA's, the principal reason for completing the study was the publication of a revised version of Planning Policy for Traveller Sites (PPTS) in August 2015. This introduced a new planning definition for Travellers.
- 2.3 The study provides an evidence base to enable the Councils to comply with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, Planning Practice Guidance (PPG) 2014 (and as amended), PPTS (2015), the Housing and Planning Act 2016, and the National Planning Policy Framework (NPPF) 2019.
- 2.4 The GTAA is a robust and credible evidence base which can be used to aid the preparation and implementation of development plan policies and the provision of Traveller pitches and plots covering the period 2019 to 2033/34/40 to meet the requirements of PPTS as well as individual Local Plan periods for Lichfield and North Warwickshire. As well as identifying current and future permanent accommodation needs, it also seeks to assess any need for the provision of transit sites or emergency stopping places.
- 2.5 We would note at the outset that the study covers the needs of Gypsies (including English, Scottish, Welsh and Romany Gypsies), Irish Travellers, New (Age) Travellers, and Travelling Showpeople, but for ease of reference we have referred to the study as a Gypsy and Traveller Accommodation Assessment (GTAA).
- 2.6 The baseline date for the study is **April 2019**.

Definitions

- 2.7 The current planning definition for a Gypsy, Traveller or Travelling Showperson is set out in PPTS (2015). The previous housing definition set out in the Housing Act (2004) was repealed by the Housing and Planning Act (2016).

The Planning Definition in PPTS (2015)

- 2.8 For the purposes of the planning system, the definition was changed in PPTS (2015). The planning definition is set out in Annex 1 and states that:

For the purposes of this planning policy “gypsies and travellers” means:

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

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

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

For the purposes of this planning policy, "travelling showpeople" means:

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.

(Planning Policy for Traveller Sites, Department for Communities and Local Government (DCLG), August 2015)

- 2.9 The key change that was made to both definitions was the removal of the term persons...who have ceased to travel permanently, meaning that those who have ceased to travel permanently will no longer fall under the planning definition of a Traveller for the purposes of assessing accommodation need in a GTAA.

Definition of Travelling

- 2.10 One of the most important questions that GTAAs will need to address in terms of applying the planning definition is what constitutes travelling? This has been determined through case law that has tested the meaning of the term 'nomadic'.
- 2.11 **R v South Hams District Council (1994)** – defined Gypsies as “persons who wander or travel for the purpose of making or seeking their livelihood (not persons who travel from place to place without any connection between their movements and their means of livelihood.)” This includes ‘born’ Gypsies and Travellers as well as ‘elective’ Travellers such as New Age Travellers.
- 2.12 In **Maidstone BC v Secretary of State for the Environment and Dunn (2006)**, it was held that a Romany Gypsy who bred horses and travelled to horse fairs at Appleby, Stow-in-the-Wold and the New Forest, where he bought and sold horses, and who remained away from his permanent site for up to two months of the year, at least partly in connection with this traditional Gypsy activity, was entitled to be accorded Gypsy status.
- 2.13 In **Greenwich LBC v Powell (1989)**, Lord Bridge of Harwich stated that a person could be a statutory Gypsy if he led a nomadic way of life only seasonally.
- 2.14 The definition was widened further by the decision in **R v Shropshire CC ex p Bungay (1990)**. The case concerned a Gypsy family that had not travelled for some 15 years in order to care for its elderly and infirm parents. An aggrieved resident living in the area of the family's recently approved Gypsy site sought judicial review of the local authority's decision to accept that the family had retained their Gypsy status even though they had not travelled for some considerable time. Dismissing the claim, the judge held that

a person could remain a Gypsy even if he or she did not travel, provided that their nomadism was held in abeyance and not abandoned.

- 2.15 That point was revisited in the case of **Hearne v National Assembly for Wales (1999)**, where a traditional Gypsy was held not to be a Gypsy for the purposes of planning law as he had stated that he intended to abandon his nomadic habit of life, lived in a permanent dwelling and was taking a course that led to permanent employment.
- 2.16 **Wrexham County Borough Council v National Assembly of Wales and Others (2003)** determined that households and individuals could continue to lead a nomadic way of life with a permanent base from which they set out from and return to.
- 2.17 The implication of these rulings in terms of applying the planning definition is that **it will only include those who travel (or have ceased to travel temporarily) for work purposes, or for seeking work, and in doing so stay away from their usual place of residence**. It can include those who have a permanent site or place of residence, but that it will not include those who travel for purposes other than work, or for seeking work – such as holidays and visiting friends or relatives. It will not cover those who commute to work daily from a permanent place of residence (see APP/E2205/C/15/3137477).
- 2.18 It will also be the case that a household where some family members travel for nomadic purposes on a regular basis, but where other family members stay at home to look after children in education, or other dependents with health problems etc. the household unit would be defined as travelling under the planning definition.
- 2.19 Households will also fall under the planning definition if they can provide information that they have ceased to travel temporarily as a result of their own or their families' or dependants' educational or health needs or old age. In order to have ceased to travel temporarily these households will need to provide information that they have travelled for work in the past. In addition, households will have to provide information that they plan to travel again for work in the future.
- 2.20 This approach was endorsed by a Planning Inspector in a Decision Notice for an appeal in East Hertfordshire (Appeal Ref: APP/J1915/W/16/3145267) that was issued in December 2016. A summary can be seen below:

Case law, including the R v South Hams District Council ex parte Gibb (1994) judgment referred to me at the hearing, despite its reference to 'purposive activities including work' also refers to a connection between the travelling and the means of livelihood, that is, an economic purpose. In this regard, there is no economic purpose... This situation is no different from that of many landlords and property investors or indeed anyone travelling to work in a fixed, pre-arranged location. In this regard there is not an essential connection between wandering and work... Whilst there does appear to be some connection between the travel and the work in this regard, it seems to me that these periods of travel for economic purposes are very short, amounting to an extremely small proportion of his time and income. Furthermore, the work is not carried out in a nomadic manner because it seems likely that it is done by appointment... I conclude, therefore, that XX does not meet the definition of a gypsy and traveller in terms of planning policy because there is insufficient evidence that he is currently a person of a nomadic habit of life.

- 2.21 This was further reinforced in a more recent Decision Notice for an appeal in Norfolk that was issued in February 2018 (Ref: APP/V2635/W/17/3180533) that stated:

As discussed during the hearing, although the PPTS does not spell this [the planning definition] out, it has been established in case law (R v South Hams DC 1994) that the nomadism must have an economic purpose. In other words, gypsies and travellers wander or travel for the purposes of making or seeking their livelihood.

Legislation and Guidance for Gypsies and Travellers

^{2.22} Decision-making for policy concerning Gypsies, Travellers and Travelling Showpeople sits within a complex legislative and national policy framework and this study must be viewed in the context of this legislation and guidance. For example, the following key pieces of legislation and guidance are relevant when developing policies relating to Gypsies, Travellers and Travelling Showpeople:

- » The Housing Act, 1985
- » Planning Practice Guidance¹ (PPG), 2014 and as updated
- » Planning Policy for Traveller Sites (PPTS), 2015
- » The Housing and Planning Act, 2016
- » National Planning Policy Framework (NPPF), revised 2019

^{2.23} In addition, Case Law, Ministerial Statements, the outcomes of Local Plan Examinations and Planning Appeals, and Judicial Reviews need to be taken into consideration. Relevant examples have been included in this report.

^{2.24} The primary guidance for undertaking the assessment of housing need for Gypsies, Travellers and Travelling Showpeople is set out in the PPTS (2015). It should be read in conjunction with the NPPF (2019) and the Housing and Planning Act (2016) which make provisions for the assessment of need for those Gypsy, Traveller and Travelling Showpeople households living on sites and yards who do not meet the planning definition.

PPTS (2015)

^{2.25} PPTS (2015) sets out the direction of Government policy. As well as including the planning definition of a Traveller, PPTS is closely linked to the NPPF. Among other objectives, the aims of the policy in respect of Traveller sites are (PPTS Paragraph 4):

- » *Local planning authorities should make their own assessment of need for the purposes of planning.*
- » *To ensure that local planning authorities, working collaboratively, develop fair and effective strategies to meet need through the identification of land for sites.*
- » *To encourage local planning authorities to plan for sites over a reasonable timescale.*
- » *That plan-making and decision-taking should protect Green Belt from inappropriate development.*
- » *To promote more private Traveller site provision while recognising that there will always be those Travellers who cannot provide their own sites.*
- » *That plan-making and decision-taking should aim to reduce the number of unauthorised developments and encampments and make enforcement more effective.*

¹With particular reference to the sections on Housing and Economic Development Needs Assessments

- » *For local planning authorities to ensure that their Local Plan includes fair, realistic and inclusive policies.*
- » *To increase the number of Traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply.*
- » *To reduce tensions between settled and Traveller communities in plan-making and planning decisions.*
- » *To enable provision of suitable accommodation from which Travellers can access education, health, welfare and employment infrastructure.*
- » *For local planning authorities to have due regard to the protection of local amenity and local environment.*

^{2.26} In practice, the document states that (PPTS Paragraph 9):

- » *Local planning authorities should set pitch targets for Gypsies and Travellers and plot targets for Travelling Showpeople, which address the likely permanent and transit site accommodation needs of Travellers in their area, working collaboratively with neighbouring local planning authorities.*

^{2.27} PPTS goes on to state (Paragraph 10) that in producing their Local Plan local planning authorities should:

- » *Identify and annually update a supply of specific deliverable sites sufficient to provide five years' worth of sites against their locally set targets.*
- » *Identify a supply of specific, developable sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15.*
- » *Consider production of joint development plans that set targets on a cross-authority basis, to provide more flexibility in identifying sites, particularly if a local planning authority has special or strict planning constraints across its area (local planning authorities have a duty to cooperate on strategic planning issues that cross administrative boundaries).*
- » *Relate the number of pitches or plots [for Travelling Showpeople] to the circumstances of the specific size and location of the site and the surrounding population's size and density.*
- » *Protect local amenity and environment.*

^{2.28} Local Authorities now have a duty to ensure a 5-year land supply to meet the identified needs for Traveller sites. However, 'Planning Policy for Traveller Sites' also notes in Paragraph 11 that:

- » *Where there is no identified need, criteria-based policies should be included to provide a basis for decisions in case applications nevertheless come forward. Criteria-based policies should be fair and should facilitate the traditional and nomadic life of Travellers, while respecting the interests of the settled community.*

Revised National Planning Policy Framework (2019)

^{2.29} The revised National Planning Policy Framework was issued in February 2019. Paragraph 60 of the revised NPPF sets out that in determining the minimum number of homes needed, strategic plans should be based upon a local housing need assessment conducted using the standard method in national planning guidance.

^{2.30} Paragraph 61 then states that [emphasis added] *'Within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies*

*(including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, **travellers**, people who rent their homes and people wishing to commission or build their own homes'. The footnote to this section states that 'Planning Policy for Traveller Sites sets out how travellers' housing needs should be assessed for those covered by the definition in Annex 1 of that document.'*

- ^{2.31} This essentially sets out that the needs of households that meet the planning definition should be assessed under the PPTS and that the needs of households that are not found to meet the planning definition should be assessed as part of the wider housing needs of an area.

3. Methodology

Background

- 3.1 Over the past 10 years, ORS has continually refined a methodology for undertaking robust and defensible Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessments. This has been updated in light of the introduction of the PPG in 2014; changes to PPTS in August 2015; the Housing and Planning Act in 2016; and the revised NPPF (2019). It has also responded to changes set out by Planning Ministers, with particular reference to new household formation rates. This is an evolving methodology that has been adaptive to changes in planning policy as well as the outcomes of Local Plan Examinations and Planning Appeals.
- 3.2 PPTS (2015) contains a number of requirements for local authorities which must be addressed in any methodology. This includes the need to pay particular attention to early and effective community engagement with both settled and traveller communities (including discussing travellers' accommodation needs with travellers themselves); identification of permanent and transit accommodation needs separately; working collaboratively with neighbouring local planning authorities; and establishing whether households fall within the planning definition for Gypsies, Travellers and Travelling Showpeople. The stages below provide a summary of the methodology that was used to complete this study. More information on each stage is provided in the appropriate sections of this report.
- 3.3 The approach currently used by ORS was considered in April 2016 and July 2017 by the Planning Inspector for the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy. She concluded in her final Examination Report that was published in October 2017:

The methodology behind this assessment incorporates a full demographic study of all occupied pitches, a comprehensive effort to undertake interviews with Gypsy and Traveller households, and consideration of the implications of the new national policy. I am satisfied that the GTAA provides a robust and credible evidence base and I accept its findings.

- 3.4 In addition, the Inspector for the East Herts District Plan also found the evidence base in relation to Gypsies and Travellers to be sound in her Inspection Report that was issued in July 2018. She concluded:

The need of the travelling community has been carefully and robustly assessed and locations to meet identified needs have been allocated for the plan period. Policy HOU9 sets out the need for 5 permanent pitches for Gypsies and Travellers... the approach to the provision of housing is comprehensive, positively prepared, appropriate to the needs of the area and consistent with national policy.

Desk-Based Review

3.5 ORS collated a range of secondary data that was used to support the study. This included:

- » Census data.
- » Site records.
- » Traveller Caravan Count Data.
- » Records of unauthorised sites/encampments.
- » Information on planning applications/appeals.
- » Information on local enforcement actions.
- » Existing needs assessments and other relevant local studies.
- » Existing national and local policy

Stakeholder Engagement

3.6 Engagement was undertaken with key Council Officers and with wider stakeholders through telephone interviews. A total of 12 interviews were completed with Council Officers from the commissioning planning authorities and details of the outcomes can be found in Chapters 7 to 9. A Topic Guide was agreed with the Councils prior to the interviews commencing.

Working Collaboratively with Neighbouring Planning Authorities

3.7 To help support the Duty-to-Cooperate and provide background information for the study, telephone interviews were conducted with Planning Officers in neighbouring planning authorities. These interviews will help to ensure that wider issues that may impact on this project are fully understood. This included interviews with Officers from the Councils set out below. A summary of the outcomes from the interviews can be found in **Appendix D**. Again, a detailed topic guide was agreed with the Councils.

- » Birmingham
- » Cannock Chase
- » Coventry
- » East Staffordshire
- » Hinckley and Bosworth
- » Nuneaton and Bedworth
- » Solihull
- » South Derbyshire
- » South Staffordshire
- » Stafford
- » Walsall

Survey of Travelling Communities

- 3.8 Through the desk-based research and the stakeholder interviews, ORS sought to identify all authorised and unauthorised sites/yards and encampments in the study area and attempted to complete an interview with the residents on all occupied pitches and plots [for Travelling Showpeople]. In order to gather the robust information needed to assess households against the planning definition of a Traveller, up to 3 visits were made to households where it was not initially possible to conduct an interview because they were not available at the time.
- 3.9 Our experience suggests that an attempt to interview households on all pitches is more robust. A sample-based approach often leads to an under-estimate of need – and is an approach which is regularly challenged by the Planning Inspectorate at Planning Appeals.
- 3.10 ORS worked closely with the Councils to ensure that the interviews collected all the necessary information to support the study. The household interview questions that were used (**Appendix F**) have been updated to take account of recent changes to PPTS and to collect the information ORS feel is necessary to apply the planning definition. All sites and yards were visited by members of our team of experienced Researchers who work on our GTAA studies across England and Wales. Researchers attempted to conduct semi-structured interviews with residents to determine their current demographic characteristics, their current or future accommodation needs, whether there is any over-crowding or the presence of concealed or doubled-up households and travelling characteristics. Researchers sought to identify contacts living in bricks and mortar to interview, as well as an overall assessment of each site to determine any opportunities for intensification or expansion to meet future needs.
- 3.11 Researchers also sought information from residents on the type of pitches they may require in the future – for example private or socially rented, together with any features they may wish to be provided on a new pitch or site.
- 3.12 Where it was not possible to undertake an interview, Researchers sought to capture as much information as possible about each pitch from sources including neighbouring residents and site management (if present).
- 3.13 Researchers also distributed copies of an information leaflet that was prepared by Friends, Families and Travellers explaining the reasons for the need to complete the household interview as part of the GTAA process.

Figure 4 – Friends, Families and Traveller Leaflet

fft
Friends Families and Travellers

We are writing to you from Friends, Families and Travellers (FFT) a national charity working on behalf of Gypsies and Travellers
www.gypsy-traveller.org

MORE PITCHES PLEASE!

Councils are currently carrying out new Accommodation Needs Assessments. The assessments are being done to work out if there is a need for more Gypsy/traveller sites in your area and it is really important that you take part in the process so that your Council identifies the true level of need for sites in your area.

Your council will almost certainly employ consultants to carry out the assessment and you will probably be asked to complete a questionnaire.

How you answer the assessment questions is really important as it will affect the number of pitches required in an area.

Questions about travelling are particularly important.

In 2015 the Government changed the planning definition of what it means to be a 'Gypsy or Traveller' and it now reads as follows:

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.

This means that if you have completely stopped travelling, even if it is as a result of ill-health or old age or because you care for people who are too old or too ill to travel then you will be unlikely to meet the planning definition and any need you or your dependants have for a caravan site will no longer be included in the Council's assessment of its need for Gypsy/Traveller sites in your area.

INFORMATION
fft
Friends Families and Travellers

! So, if you are still travelling for work, even if it is only for part the year or in order to buy and sell goods at any of the traditional horse fairs etc. then it is essential you make that clear to your Council when it assesses its need for sites in your area.

! We have already seen some examples of questionnaires being used by consultants to assess needs and have some concerns about the way in which the questions have been worded and the limited space on forms to give answers.

For example, on a form produced by ORS questionnaire there is a section in the questionnaire about travelling (Section F) which could cause people to give misleading answers.

For example, one question asks **'How many trips you have made in the last 12 months'**

If you answer '0' to this question then you will probably not be deemed a Gypsy or Traveller according to the new planning definition, so don't forget to include trips such as for work, looking for work, going to horse fairs etc.

Another question asks **'When did you stop travelling'**

Please think carefully before answering such a question. Have you stopped travelling for good? If so then you could be judged not to be a Gypsy or Traveller in planning terms.

Another question asks **'Have you or family members ever travelled?'**

If you answer 'No' to this question then you will be probably be judged not to be a Gypsy or Traveller in planning terms. So again don't forget to include trips looking for work, visiting horse fairs etc.

Finally, a question asks **'Do family members plan to travel in the future?'**

Again, please bear in mind that if you answer 'No' you will be judged not to be a Gypsy or Traveller in planning terms, so think carefully about whether you are ever likely to be travelling again in the future.

fft
Friends Families and Travellers

If you want to speak to us further please do not hesitate to call **FFT on 01273 234 777** or your local Gypsy/Traveller group.

Engagement with Bricks and Mortar Households

- 3.14 The 2011 Census recorded no households that identified as Gypsy or Irish Traveller who live in a house or flat in Lichfield, 11 in North Warwickshire and 4 in Tamworth.
- 3.15 ORS apply a rigorous approach to making contact with bricks and mortar households as this is a common issue raised at Local Plan Examinations and Planning Appeals. Contacts were sought through a range of sources including the interviews with people on existing sites and yards, intelligence from the stakeholder interviews, and adverts on social media. Through this overall approach the GTAA endeavoured to do everything possible to give households living in bricks and mortar the opportunity to make their views known and to be interviewed. The following additional approaches were taken to identify potential households to interview in the study area:
- » The Gypsy Traveller Liaison Police Officer said that he would give out the FF&T leaflets.
 - » Tamworth Council sent information to anybody on the Housing Register who described themselves as being from the Travelling Community and contacted applicants who had recently approached the Homeless Team to see if they would take part in an interview.
 - » Leaflets were sent to the local branch of Friends, families and Travellers - Birmingham area – to distribute to any contacts living in the study area.
- 3.16 As a rule, ORS do not make any assumptions on the overall needs from household in bricks and mortar based on the outcomes of any interviews that are completed as, in our experience, this leads to a significant over-estimate of the number of households wishing to move to a site or a yard. ORS work on

the assumption that all those wishing to move will make their views known to us based on the wide range of publicity that is put in place. Thus, ORS are seeking to shift the burden of responsibility on to those living in bricks and mortar through demonstrating efforts to make them aware of the study.

Timing of the Fieldwork

3.17 ORS are fully aware of the transient nature of many travelling communities and subsequent seasonal variations in site and yard occupancy. As such most of the fieldwork was undertaken during the non-travelling season and avoided days of known local or national events. Fieldwork was completed between February 2019 and April 2019.

Applying the Planning Definition

3.18 The primary change to PPTS (2015) in relation to the assessment of need is the change in the definition of a Gypsy, Traveller or Travelling Showperson for planning purposes. Through the site interviews ORS sought to collect information necessary to assess each household against the planning definition. As the revised PPTS was only issued in 2015, only a small number of relevant appeal decisions have been issued by the Planning Inspectorate on how the planning definition should be applied (see Paragraphs 2.20 and 2.21 for examples) – these support the view that households need to be able to demonstrate that they travel for work purposes, or for seeking work, to meet the planning definition, and stay away from their usual place of residence when doing so, or have ceased to travel for work purposes temporarily due to education, ill health or old age.

3.19 The household survey included a structured section of questions to record information about the travelling characteristics of household members. This included questions on the following key issues:

- » Whether any household members have travelled in the past 12 months.
- » Whether household members have ever travelled.
- » The reasons for travelling.
- » Where household members travelled to.
- » The times of the year that household members travelled.
- » Where household members stay when they are away travelling.
- » When household members stopped travelling.
- » The reasons why household members stopped travelling.
- » Whether household members intend to travel again in the future.
- » When and the reasons why household members plan to travel again in the future.

3.20 When the household survey was completed the outcomes from these questions on travelling were used to determine the status of each household against the planning definition in PPTS (2015). Through a combination of responses households need to provide sufficient information to demonstrate that household members travel for work purposes, or for seeking work, and in doing so stay away from their usual place of residence, or that they have ceased to travel temporarily due to education, ill health or old age, and plan to travel again for work purposes in the future. The same definition applies to Travelling Showpeople as to Gypsies and Travellers.

- 3.21 Households that need to be considered in the GTAA fall under one of 3 classifications. Only those households that meet, or may meet, the planning definition will form the components of need to be formally included in the GTAA:
- » Households that travel under the planning definition.
 - » Households that have ceased to travel temporarily under the planning definition.
 - » Households where an interview was not possible who *may* fall under the planning definition.
- 3.22 Whilst the needs of those households that do not meet the planning definition do not need to be included in the GTAA, they have been assessed to provide the Councils with components of need as part of their work on wider housing needs assessments.

Undetermined Households

- 3.23 As well as calculating need for households that met the planning definition, the needs of the households where an interview was not completed (either due to refusal to be interviewed or households that were not present during the fieldwork period) need to be considered as part of the GTAA where they are believed to be Gypsies and Travellers who may meet the planning definition. Whilst there is no guidance that sets out how the needs of these households should be addressed; an approach has been taken that seeks an estimate of potential need from these households. This will be a need figure over and above the need identified for households that did meet the planning definition.
- 3.24 The estimate seeks to identify potential current and future need from any pitches known to be temporary or unauthorised, and through new household formation. For the latter the ORS national rate of 1.50%² has been used as the demographics of residents are unknown.
- 3.25 Should further information be made available to the Council that will allow for the planning definition to be applied, these households could either form a confirmed component of need to be addressed through the GTAA or through wider assessments of housing need.
- 3.26 ORS believe it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether households where an interview was not completed meet the planning definition based on the outcomes of households where an interview was completed.
- 3.27 However, data that has been collected from over 3,500 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that overall approximately 25% of households who have been interviewed meet the planning definition (this rises to 70% for Travelling Showpeople based on over 300 interviews that have been completed) – and in some local authorities, no households meet the planning definition.
- 3.28 ORS are not implying that this is an official national statistic - rather a national statistic based on the outcomes of our fieldwork since the introduction of PPTS (2015). It is estimated that there are between 12,000-14,000 Gypsy and Traveller pitches in England and ORS have spoken with households on over 25% of them at a representative range of sites. Approximately 25% meet the planning definition. It is ORS' view therefore that this is the most comprehensive national statistic in relation to households that meet the planning definition in PPTS (2015) and should be seen as a robust statistical figure.

² See Chapter 5.

- 3.29 This would suggest that it is likely that only a proportion of the potential need identified from undetermined households will need conditioned Gypsy and Traveller pitches, and that the needs of the majority will need to be addressed through separate Local Plan Policies. An assessment of need for undetermined Travellers can be found in **Appendix B**.
- 3.30 The ORS methodology to address the need arising from undetermined households was supported by the Planning Inspector for a Local Plan Examination for Maldon Borough Council, Essex. In his Report that was published on 29th June 2017 he concluded:
150. The Council's stance is that any need arising from 'unknowns' should be a matter left to the planning application process. Modifications to Policy H6 have been put forward by the Council setting out criteria for such a purpose, which I consider further below. To my mind, that is an appropriate approach. While there remains a possibility that up to 10 further pitches may be needed, that cannot be said to represent identified need. It would be unreasonable to demand that the Plan provide for needs that have not been established to exist. That being said, **MM242h** is nonetheless necessary in this regard. It commits the Council to a review of the Plan if future reviews of the GTAA reveal the necessity for land allocations to provide for presently 'unknown' needs. For effectiveness, I have altered this modification from the version put forward by the Council by replacing the word "may" with "will" in relation to undertaking the review committed to. I have also replaced "the Plan" with "Policy H6" – the whole Plan need not be reviewed.

Households that do not meet the Planning Definition

- 3.31 Households who do not travel for work purposes now fall outside the planning definition of a Traveller. However Romany Gypsies and Irish and Scottish Travellers may be able to demonstrate a right to culturally appropriate accommodation under the Equality Act 2010. In addition, provisions set out in the Housing and Planning Act (2016) include a duty (under Section 8 of the 1985 Housing Act that covers the requirement for a periodical review of housing needs) for local authorities to consider the needs of people residing in or resorting to their district with respect to the provision of sites on which caravans can be stationed, or places on inland waterways where houseboats can be moored. Draft Guidance³ related to this section of the Housing and Planning Act has been published setting out how the Government would want local housing authorities to undertake this assessment and it is the same as the GTAA assessment process. The implication is therefore that the housing needs of any Gypsy and Traveller households who do not meet the planning definition of a Traveller will need to be considered as part of the wider housing needs of the area and will form a subset of the wider need arising from households residing in caravans. This is echoed in the revised NPPF (2019).
- 3.32 Paragraph 61 of the revised NPPF states that [emphasis added] *'Within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes'*. The footnote to this section states that *'Planning Policy for Traveller Sites sets out how travellers' housing needs should be assessed for those covered by the definition in Annex 1 of that document.'*

³ "Draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats." (March 2016)

3.33 An assessment of need for Travellers that did not meet the planning definition can be found in **Appendix C**.

Calculating Current and Future Need

3.34 To identify need, PPTS (2015) requires an assessment for current and future pitch requirements but does not provide a methodology for this. However, as with any housing assessment, the underlying calculation can be broken down into a relatively small number of factors. In this case, the key issue is to compare the supply of pitches available for occupation with the current and future needs of the population.

Supply of Pitches

3.35 The first stage of the assessment sought to determine the number of vacant and potentially available supply in the study area:

- » Current vacant pitches.
- » Pitches currently with planning consent due to be developed within 5 years.
- » Pitches vacated by people moving to housing.
- » Pitches vacated by people moving from the study area (out-migration).

3.36 It is important when seeking to identify supply from vacant pitches that they are in fact available for general occupation – i.e. on a public or social rented site, or on a private site that is run on a commercial basis with anyone being able to rent a pitch if they are available. Typically, vacant pitches on small private family sites are not included as components of available supply but can be used to meet any current and future need from the family living on the site.

Current Need

3.37 The second stage was to identify components of current need. It is important to address issues of double counting:

- » Households on unauthorised developments for which planning permission is not expected.
- » Concealed, doubled-up or over-crowded households (including single adults).
- » Households in bricks and mortar wishing to move to sites.
- » Households in need on waiting lists for public sites.

Future Need

3.38 The final stage was to identify components of future need. This includes the following four components:

- » Teenage children in need of a pitch of their own in the next 5 years.
- » Households living on sites with temporary planning permissions.
- » New household formation.
- » In-migration.

- 3.39 Household formation rates are often the subject of challenge at appeals or examinations. ORS firmly believe that any household formation rates should use a robust local evidence base, rather than simply relying on national precedent. The approach taken is set out in more detail in Chapter 5 of this report.
- 3.40 All these components of supply and need are presented in easy to understand tables which identify the overall net need for current and future accommodation for both Gypsies and Travellers, and for Travelling Showpeople. This has proven to be a robust model for identifying needs. The residential and transit pitch needs for Gypsies and Travellers are identified separately and the needs are identified for the period 2019-2033/34/40. These can be found in Chapters 7-9 and in **Appendices B and C**.

Pitch Turnover

- 3.41 Some assessments of need make use of pitch turnover as an ongoing component of supply. ORS do not agree with this approach or about making any assumptions about annual turnover rates. This is an approach that usually ends up with a significant under-estimate of need as in the majority of cases vacant pitches on sites are not available to meet any need. The use of pitch turnover has been the subject of several Inspectors Decisions, for example APP/J3720/A/13/2208767 found a GTAA to be unsound when using pitch turnover and concluded:

West Oxfordshire Council relies on a GTAA published in 2013. This identifies an immediate need for 6 additional pitches. However, the GTAA methodology treats pitch turnover as a component of supply. This is only the case if there is net outward migration, yet no such scenario is apparent in West Oxfordshire. Based on the evidence before me I consider the underlying criticism of the GTAA to be justified and that unmet need is likely to be higher than that in the findings in the GTAA.

- 3.42 In addition, a GTAA Best Practice Guide produced by a number of organisations including Friends, Families and Travellers, the London Gypsy and Traveller Unit, the York Travellers Trust, the Derbyshire Gypsy Liaison Group, Garden Court Chambers and Leeds GATE concluded that:

Assessments involving any form of pitch turnover in their supply relies upon making assumptions; a practice best avoided. Turnover is naturally very difficult to assess accurately and in practice does not contribute meaningfully to additional supply so should be very carefully assessed in line with local trends. Mainstream housing assessments are not based on the assumption that turnover within the existing stock can provide for general housing needs.

- 3.43 As such, other than current vacant pitches on sites that are known to be available, or pitches that are known to become available (as a result of households moving for example), pitch turnover has not been considered as a component of supply in this GTAA.

Transit Provision

- 3.44 PPTS (2015) also requires an assessment of the need for any transit sites or stopping places. While the majority of Gypsies and Travellers have permanent bases either on Gypsy and Traveller sites or in bricks and mortar and no longer travel, other members of the community either travel permanently or for part of the year. Due to the mobile nature of the population, a range of sites or management approaches can be developed to accommodate Gypsies and Travellers as they move through different areas.

» Transit sites

- » Temporary/Emergency stopping places
- » Temporary (seasonal) sites
- » Negotiated Stopping Agreements

^{3.45} In order to investigate the potential need for transit provision when undertaking work to support the study, ORS sought to undertake analysis of any records of unauthorised sites and encampments, as well as information from the MHCLG⁴ Traveller Caravan Count. The outcomes of the interviews with Council Officers, Officers from neighbouring local authorities and other stakeholders were also taken into consideration when determining this element of need in the study area. An assessment of need for transit provision can be found in Chapter 10.

⁴ Ministry of Housing, Communities and Local Government. Formerly DCLG.

4. Gypsy, Traveller and Travelling Showpeople Sites and Population

Introduction

- 4.1 One of the main considerations of this study is to provide evidence to support the provision of pitches and plots [for Travelling Showpeople] to meet the current and future accommodation needs of Gypsies, Travellers and Travelling Showpeople. A pitch is an area normally occupied by one household, which typically contains enough space for one or two caravans but can vary in size⁵. A site is a collection of pitches occupied by Gypsies and Travellers. For Travelling Showpeople, the most common descriptions used are a plot for the space occupied by one household and a yard for a collection of plots occupied by Travelling Showpeople. Throughout this study the main focus is upon how many extra pitches for Gypsies and Travellers and plots for Travelling Showpeople are required in the study area.
- 4.2 The public and private provision of mainstream housing is also largely mirrored when considering Gypsy and Traveller accommodation. One common form of a Gypsy and Traveller site is a publicly provided residential site, which is provided by a Local Authority or by a Registered Provider (usually a Housing Association). Pitches on public sites can be obtained through signing up to a waiting list, and the costs of running the sites are met from the rent paid by the tenants (similar to social housing).
- 4.3 The alternative to public residential sites are private residential sites and yards for Gypsies, Travellers and Travelling Showpeople. These result from individuals or families buying areas of land and then obtaining planning permission to live on them. Households can also rent pitches on existing private sites. Therefore, these two forms of accommodation are the equivalent to private ownership and renting for those who live in bricks and mortar housing. Generally, the majority of Travelling Showpeople yards are privately owned and managed.
- 4.4 The Gypsy, Traveller and Travelling Showpeople population also has other forms of sites due to its mobile nature. Transit sites tend to contain many of the same facilities as a residential site, except that there is a maximum period of residence which can vary from a few days or weeks to a period of months. An alternative to a transit site is an emergency or negotiated stopping place. This type of site also has restrictions on the length of time someone can stay on it but has much more limited facilities. Both of these types of site are designed to accommodate, for a temporary period, Gypsies, Travellers and Travelling Showpeople whilst they travel. A number of local authorities also operate an accepted encampments policy where short-term stopovers are tolerated without enforcement action.
- 4.5 Further considerations for the Gypsy and Traveller population are unauthorised developments and encampments. Unauthorised developments occur on land which is owned by the Gypsies and Travellers or with the approval of the landowner, but for which they do not have planning permission to use for

⁵ Whilst it has now been withdrawn, *Government Guidance on Designing Gypsy and Traveller Sites (2008)* recommended that, as a general guide, an average family pitch must be capable of accommodating an amenity building, a large trailer [a static caravan for example] and touring caravan, parking space for two vehicles and a small garden area.

residential purposes. Unauthorised encampments typically occur on publicly owned land but can also occur on privately owned land.

MHCLG Traveller Caravan Count

- 4.6 Another source of information available on the Gypsy, Traveller and Travelling Showpeople population is the bi-annual Traveller Caravan Count which is conducted by each Local Authority in England on a specific date in January and July of each year and reported to MHCLG. This is a statistical count of the number of caravans on both authorised and unauthorised sites across England. With effect from July 2013, the Gypsy and Traveller Caravan Count was renamed the Traveller Caravan Count due to the inclusion of information on Travelling Showpeople caravans.
- 4.7 As this count is of caravans and not households, it makes it more difficult to interpret for a study such as this because it does not count pitches or resident households. The count is merely a ‘snapshot in time’ conducted by the Local Authority on a specific day, and any unauthorised sites or encampments which occur on other dates will not be recorded. Likewise, any caravans that are away from sites on the day of the count will not be counted. As such, it is not considered appropriate to use the outcomes from the Traveller Caravan Count to support the calculation of current and future need as the information collected during the site visits is seen as more robust and fit-for-purpose. However, the Caravan Count data has been used to *support* the identification of the need to provide for transit provision and this is set out in Chapter 10 of this report.

5. Current and Future Provision

Background

- ^{5.1} The next sections of the report focus on the background to the pitch provision which is needed by each of the local authorities in the study area currently and to 2033/34/40. A summary of the outcomes of the assessment of current and future provision can be found in the next sections of this report. This includes both current unmet need and need which is likely to arise in the future. The time period for the assessment allows for robust forecasts of the requirements for future provision, based upon the evidence contained within this study and also secondary data sources. Whilst the difficulty in making accurate assessments beyond 5 years has been highlighted in previous studies, the approach taken in this study to estimate new household formation has been accepted by Planning Inspectors as the most appropriate methodology to use.
- ^{5.2} We would note that the assessment of current and future provision is based upon a combination of the on-site surveys, planning records and stakeholder interviews. In many cases, the survey data is not used in isolation, but instead is used to validate information from planning records or other sources.
- ^{5.3} The assessment concentrates on the total current and future provision, which is required in each area, along with an overall assessment of need for any transit provision for the study area as a whole.

New Household Formation Rates

- ^{5.4} Nationally, a net household formation and growth rate of 3.00% net per annum has been commonly assumed and widely used in local Gypsy and Traveller assessments⁶, even though there is no statistical evidence of households growing so quickly. The result has been to inflate both national and local requirements for pitches unrealistically. In this context, ORS has prepared a *Technical Note on Household Formation and Growth Rates (2015)*. The main conclusions are set out here and the full paper is in **Appendix G**.
- ^{5.5} Those seeking to provide evidence of high annual net household growth rates for Gypsies and Travellers have sometimes sought to rely on increases in the number of caravans, as reflected in the Traveller Caravan Count. However, Caravan Count data is very unreliable and erratic – so the only proper way to project future population and household growth is through detailed demographic analysis.
- ^{5.6} The Technical Note concludes that in fact, the growth in the national Gypsy and Traveller population may be as low as 1.25% per annum – much less than the 3.00% per annum often assumed, but still greater than in the settled community. Even using extreme and unrealistic assumptions, it is hard to find evidence that net Gypsy and Traveller population and household growth rates are above 2.00% per annum nationally.
- ^{5.7} The often assumed 3.00% per annum net household growth rate is therefore unrealistic and would require clear statistical evidence before being used for planning purposes. In practice, the best available evidence supports a national net household growth rate of 1.50% per annum for Gypsies and Travellers. This view has been supported by Planning Inspectors in a number of Decision Notices.

⁶ Page 25, *Gypsy and Traveller Accommodation Needs Assessments – Guidance (DCLG – 2007)* Now withdrawn.

- 5.8 In a Decision Notice for an appeal in Doncaster that was issued in November 2016 (Ref: APP/F4410/W/15/3133490) where the agent acting on behalf of the appellant claimed that a rate closer to 3.00% should be used, the Inspector concluded:

In assessing need account also needs to be taken of likely household growth over the coming years. In determining an annual household growth rate, the Council relies on the work of Opinions Research Services (ORS), part of Swansea University. ORS's research considers migration, population profiles, births & fertility rates, death rates, household size data and household dissolution rates to determine average household growth rates for gypsies and travellers. The findings indicate that the average annual growth rate is in the order of 1.5% but that a 2.5% figure could be used if local data suggest a relatively youthful population. As the Council has found a strong correlation between Doncaster's gypsy and traveller population age profile and the national picture, a 1.5% annual household growth rate has been used in its 2016 GTANA. Given the rigour of ORS's research and the Council's application of its findings to the local area I accept that a 1.5% figure is justified in the case of Doncaster.

- 5.9 Another more recent Decision Notice was in relation to an appeal in Guildford that was issued in March 2018 (Ref: APP/W/16/3165526) where the agent acting on behalf of the appellant again claimed that a rate closer to 3.00% should be used. The Inspector concluded:

There is significant debate about household formation rates and the need to meet future growth in the district. The obvious point to make is that this issue is likely to be debated at the local-plan examination. In my opinion, projecting growth rates is not an exact science and the debate demonstrates some divergence of opinion between the experts. Different methodologies could be applied producing a wide range of data. However, on the available evidence it seems to me that the figures used in the GTAA are probably appropriate given that they are derived by using local demographic evidence. In my opinion, the use of a national growth rate and its adaptation to suit local or regional variation, or the use of local base data to refine the figure, is a reasonable approach.

- 5.10 In addition, the Technical Note has recently been accepted as a robust academic evidence base and has been published by the Social Research Association in its journal Social Research Practice.

- 5.11 ORS assessments take full account of the net local household growth rate per annum for each local authority, calculated on the basis of demographic evidence from the site surveys, and the 'baseline' includes all current authorised households, all households identified as in current need (including concealed households, teenagers in need of a pitch or plot [for Travelling Showpeople] of their own in the next 5 years, movement from bricks and mortar and those on waiting lists not currently living on a pitch or plot), as well as households living on tolerated unauthorised pitches or plots who are not included as current need. The assessments of future need also take account of modelling projections based on birth and death rates, and in-/out-migration.

- 5.12 Overall, the household growth rate used for the assessment of future needs has been informed by local evidence for each local authority. This demographic evidence⁷ has been used to adjust the national growth rate of 1.50% up or down based on the proportion of those aged under 18 in each local authority (by travelling status).

⁷ Age and gender of household members.

- 5.13 In certain circumstances where the numbers of households and children are low it is not appropriate to apply a percentage rate for new household formation. In these cases, a judgement has been made on likely new household formation based on the age and gender of the children. This is based on the assumption that 50% of likely households to form will stay in the area. This is based on evidence from other GTAA's that ORS have completed across England and Wales.
- 5.14 The overall level of new household formation is also adjusted, where appropriate, to take account of any teenagers already counted as being in need of a pitch of their own in the first 5 years of the assessment in order to avoid any double counting of future need.
- 5.15 The table below sets out the approach used towards new household formation in each local authority. In the case of Lichfield, the demographics of the site residents have been used due to the small number of households present. In the case of North Warwickshire, the demographics of site residents have been used as the population as the population profile is skewed with higher number of children aged 4-7 and lower numbers aged 1-3. In addition, the ORS national rates of 1.50% have been used for undetermined Gypsies and Travellers.

Figure 5 – New household formation rates used for Gypsies and Travellers

	Meet Planning Definition	Do not meet Planning Definition
Lichfield	Demographics	Demographics
North Warwickshire	Demographics	Demographics
Tamworth	n/a	n/a

Breakdown by 5 Year Bands

- 5.16 In addition to tables which set out the overall need for Gypsies, Travellers and Travelling Showpeople, the overall need has also been broken down by 5-year bands as required by PPTS. The way that this is calculated is by including all current need (from unauthorised pitches, pitches with temporary planning permission, concealed and doubled-up households, 5-year need from teenage children, and net movement from bricks and mortar) in the first 5 years. Total net new household formation is split across the 5-year bands based on the compound rate of growth that was applied – as opposed to being spread evenly.

Applying the Planning Definition

- 5.17 The outcomes from the questions on travelling in the household survey have been used to determine the status of each household against the planning definition in PPTS (2015). This assessment was based on the responses to the questions given to Researchers. Only those households that met the planning definition, in that they were able to provide information during the household interview that household members travel for work purposes, or for seeking work, and stay away from their usual place of residence when doing so – or that they have ceased to travel temporarily due to education, ill health or old age, form the components of need that will form the baseline of need in the GTAA. Households where an interview was not completed who may meet the planning definition have also been included as a potential component of need from undetermined households. Whilst they do not need to be formally

considered in the GTAA, need from households that did not meet the planning definition has also been assessed to provide the Councils with information on levels of need that will have to be considered as part of the wider housing needs of the area and through separate Local Plan Policies.

Public/Private Split

- 5.18 It will be assumed that all of the need for households living on public sites will need to be met through the provision of public pitches and all of the need from households living on private sites will need to be met through the provision of private pitches. Many households living on private family sites stated that they have sufficient land on their sites to accommodate pitches or accommodation units.

Addressing Outstanding Need from Previous GTAAs

- 5.19 The previous GTAAs for Lichfield and Tamworth and for North Warwickshire covered the period 2012-2028 and this new GTAA covers the period 2019-2033/34/40. As far as any outstanding need for the period 2012-2018 is concerned this new assessment assumes that supply and demand for the period 2012-2018 net to zero, and the new assessment then starts with a new baseline and identifies all current and future need as of April 2019. As such there is no unmet need from the previous GTAA for local authorities to provide for.

Migration

- 5.20 The study has also sought to address in-migration (households requiring accommodation who move into the study area from outside) and out-migration (households moving away from the study area). Site surveys typically identify only small numbers of in-migrant and out-migrant households and the data is not normally robust enough to extrapolate long-term trends. At the national level, there is nil net migration of Gypsies and Travellers across the UK, but the assessment has taken into account local migration effects on the basis of the best evidence available.
- 5.21 Evidence drawn from stakeholder and household interviews has been considered alongside assessments of need that have been completed in other nearby local authorities. ORS found no evidence from other local studies that have been completed recently of any households wishing to move to the study area. Therefore, net migration to the sum of zero has been assumed for the GTAA – which means that net pitch requirements are driven by locally identifiable need rather than speculative modelling assumptions. Should any households from outside of the study area wish to develop a new site, proposals will need to be considered against criteria-based Local Plan Policies.

6. GTAA Outcomes

- 6.1 The following sections of the report break down the outcomes of the GTAA by the 3 individual local authorities. The outcomes for each local authority include the following information:
- » Sites and yards in the study area.
 - » Stakeholder engagement.
 - » Survey of travelling communities.
 - » Bricks and mortar/waiting list interviews.
 - » Current and future accommodation need.
 - » Conclusions.
- 6.2 In addition, there is a section on Transit Provision which covers all of the local authority areas.
- 6.3 Due to the nature of the reporting there is unfortunately some repetition in relation to some of the introductory paragraphs for the sections on Stakeholder Engagement and Current and Future Provision.
- 6.4 In addition, the outcomes of the stakeholder engagement with neighbouring local authorities can be found in **Appendix D**.

7. Lichfield District Council

Sites and Yards in the Study Area

7.1 In Lichfield, at the baseline date for this study, there were no public sites; 3 private sites with 4 pitches; 6 private transit pitches on one of the private sites; 1 site that is tolerated for planning purposes with 1 pitch; and 1 unauthorised site with 3 pitches. There were no public transit sites and no Travelling Showmen’s yards. Further details can be found in **Appendix E**.

Figure 6 – Total amount of provision in Lichfield (April 2019)

Status	Sites/Yards	Pitches/Plots
Private sites with permanent planning permission	3	4
Private sites with temporary planning permission	0	0
Public sites (Council and Registered Providers)	0	0
Public transit provision	0	0
Private transit provision	1	6
Tolerated sites	1	1
Unauthorised sites	1	3
Travelling Showpeople yards	0	0

Stakeholder Engagement

7.2 ORS undertook a stakeholder engagement programme to complement the information gathered through interviews with members of the Travelling Community. This consultation took the form of telephone interviews which were tailored to the role of the individual. The aim of these interviews is to provide an understanding of current provision and possible future need; short-term encampments; transit provision; and cross-border issues.

7.3 Interviews were undertaken with Council Officers in Lichfield. Due to issues surrounding data protection, and in order to protect the anonymity of those who took part, this section presents a summary of the views expressed by interviewees and verbatim comments have not been used. The narrative represents a balanced summary of the views of the individual concerned, rather than the official policy of the Council.

Accommodation for Gypsies and Travellers

- » Lichfield only have private site accommodation in the district. There is no public accommodation for Gypsies, Travellers or Travelling Showpeople.
- » The current Local Plan in Lichfield set out the need for 19 pitches (14 permanent and 5 transit).
- » Following a recent inspection at Graverly Lane, Stonnell, an Inspector highlighted that there has been a gross under provision over many years. As a result, site provision was granted in the Green Belt.

Short-term Roadside Encampments and Transit Provision

- » In 2018 there were 6 unauthorised encampments; in 2017 there were 7; in 2016 there were 9. The encampments are believed to mainly be the result of people passing through Lichfield. Any encampments on unauthorised sites are moved on.
- » Recent evidence suggests that Lichfield has a need for transit provision. However, that transit need has not yet been delivered.

Cross-Boundary Issues

- » Lichfield and its neighbouring boroughs were all thought to be complying with the Duty to Cooperate.
- » No specific cross-border issues were identified.

Future Priorities and Any Further Issues

- » A future priority highlighted was for Lichfield to have an agreed policy with regards to unauthorised encampments. Currently, the decision is in the hands of landowners and this was believed to result in inconsistencies which is causing confusion amongst the Traveller population.
- » A further consideration identified was the possibility of providing temporary stopping places.

Interviews with Gypsies and Travellers

- ^{7.4} One of the major components of this study was a detailed survey of the Gypsy, Traveller and Travelling Showpeople population living on sites and yards in the study area. This aimed to identify current households with housing needs and to assess likely future housing need from within existing households, to help judge the need for any future pitch provision. The household interview questions can be found in **Appendix F** – although the interviews were conducted using Computer Aided Personal Interviewing (CAPI) tablets.
- ^{7.5} Through the desk-based research and stakeholder interviews ORS sought to identify all authorised and unauthorised sites and yards in the study area. Interviews were completed between February 2019 and April 2019. Up to 3 attempts were made to interview each household where they were not present when interviewers visited. The tables below identify the sites that ORS staff visited during the course of the fieldwork, and also set out the number of interviews that were completed at each site, together with the reasons why interviews were not completed and reasons why any additional interviews were completed. The site lists were agreed with the local authority.
- ^{7.6} Due a number of additional interviews that were completed on some of the sites it is not possible to set out the overall response rates for Gypsies and Travellers. However, the table below provides an overview of the number of interviews that were completed; reasons for not completing interviews; and the number of interviews that are outstanding are set out in the table below.

Figure 7 – Summary of fieldwork for Gypsies and Travellers

Local Authority	Pitches ⁸	No Contact	Vacant/Non-Travellers	Refusals	Interviews	Outstanding Interviews
Lichfield	8	0	1	0	10	0

7.7 The table below sets out the sites that were visited in Lichfield, along with the reasons for not being able to complete interviews and reasons why additional interviews were completed where applicable.

Figure 8 – Sites and yards visited in Lichfield

Status	Pitches/Plot	Interviews	Reasons for not completing interviews/additional interviews
Public Sites			
None	-	-	-
Public Transit Sites			
None	-	-	-
Private Sites			
Gravelly Lane	1	4	Large extended family pitch
Land East of Oakfield	1	1	-
The Poplars	2	2	-
Temporary Sites			
None	-	-	-
Tolerated Sites			
Comberford Hall	1	0	1 x vacant pitch
Private Transit Sites			
The Poplars	6	0	6 x unoccupied transit pitches
TSP Yards			
None	-	-	-
TOTAL	14	10	

Bricks and Mortar

7.8 The 2011 Census recorded no households that identified as Gypsies or Irish Travellers in Lichfield.

7.9 Despite all of the work that was undertaken to identify households living in bricks and mortar, it was not possible to identify any households to interview.

7.10 In addition, no further household in bricks and mortar are known to have approached the Council during the GTAA study period seeking a site and none have declared themselves homeless. As such it is fair to conclude that no allowances should be made for bricks and mortar households because none have identified themselves as being in need.

Pitch and Plot Needs

7.11 Information that was sought from households where an interview was completed allowed each household to be assessed against the planning definition of a Traveller. This included information on

⁸ Excluding private transit pitches.

whether households have ever travelled; why they have stopped travelling; the reasons that they travel; and whether they plan to travel again in the future. The table below sets out the planning status of households in Lichfield.

Figure 9 – Planning status of households in Lichfield

Status	Met Planning Definition	Undetermined	Did Not Meet Planning Definition
Gypsies and Travellers			
Private Sites	7	0	0
Tolerated Sites ⁹	0	0	0
Unauthorised Sites	0	0	3
TOTAL	7	0	3

7.12 Figure 9 shows that for Gypsies and Travellers 7 households met the planning definition of a Traveller - in that they were able to provide information that they travel for work purposes and stay away from their usual place of residence or have ceased to travel temporarily. A total of 3 Gypsy and Traveller households did not meet the planning definition as they were not able to provide information that they travel away from their usual place of residence for the purpose of work, or that they have ceased to travel temporarily due to children in education, ill health or old age. Some did travel for cultural reasons, to visit relatives or friends, and others had ceased to travel permanently – these households did not meet the planning definition.

7.13 There were no undermined households in Lichfield as interviews or proxy interviews were completed on all occupied pitches.

Pitch Needs – Gypsies and Travellers that met the Planning Definition

7.14 The 7 households who met the planning definition of Travelling were found on the 3 private sites. Analysis of the household interviews indicated that there is a future need for 4 pitches for teenage children in need of a pitch of their own in the next 5 years, and 3 pitches as a result of new household formation derived from the household demographics.

7.15 Therefore, the overall level of need for those households who met the planning definition of a Gypsy or Traveller is for **7 pitches** over the GTAA period.

⁹ This site is vacant and unoccupied.

Figure 10 – Need for Gypsy and Traveller households in Lichfield that met the Planning Definition 2019-2040

Gypsies and Travellers - Meeting Planning Definition	Pitches
Supply of Pitches	
Supply from vacant public and private pitches	0
Supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	0
Future Need	
5-year need from teenage children	4
Households on sites with temporary planning permission	0
In-migration	0
New household formation	3
<i>(Formation from household demographics)</i>	
Total Future Needs	7
Net Pitch Need = (Current and Future Need – Total Supply)	7

Figure 11 – Need for Gypsy and Traveller households in Lichfield that met the Planning Definition by year periods

Years	0-5	6-10	11-14	15	16-21	Total
	2019-24	2024-29	2029-33	2034	2035-40	
	4	1	1	1	0	7

Pitch Needs – Undetermined Gypsies and Travellers

^{7.16} There were no undetermined households in Lichfield as interviews or proxy interviews were completed on all occupied pitches. Tables setting out the components of need for undetermined households can be found in **Appendix B**.

Pitch Needs - Gypsies and Travellers that did not meet the Planning Definition

^{7.17} It is not now a requirement for a GTAA to include an assessment of need for households that did not meet the planning definition. However, this assessment is included for illustrative purposes to provide the Council with information on levels of need that will have to be considered as part of the wider housing needs of the area and through separate Local Plan Policies, and to help meet requirements set out in the Housing and Planning Act (2016) and the revised NPPF (2019).

- 7.18 Overall, there is need for 5 pitches for households that did not meet the planning definition. This is made up a current need for 3 pitches from households who are living on unauthorised developments, and a future need for 2 pitches as a result of new household formation derived from the site demographics.
- 7.19 A summary of this need for households that did not meet the planning definition can be found in **Appendix C**.

Plot Needs - Travelling Showpeople

- 7.20 There are no Travelling Showmen's yards in Lichfield so there is no current or future need for any plots.

Conclusions

- 7.21 The assessment of need provides a robust evidence base to enable the Council to assess the housing needs of the Travelling Community as well as complying with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, Planning Practice Guidance (PPG) 2014, Planning Policy for Traveller Sites (PPTS) 2015, the Housing and Planning Act 2016, and the National Planning Policy Framework (NPPF) 2019. It also provides the evidence base which can be used to support Local Plan Policies.

Gypsies and Travellers

- 7.22 In summary there is a need for:
- » 7 pitches in Lichfield over the GTAA period to 2040 for Gypsy and Traveller households that met the planning definition;
 - » No pitches for Gypsy and Traveller households that may meet the planning definition; and
 - » 6 pitches for Gypsy and Traveller households who did not meet the planning definition.
- 7.23 In general terms need identified in a GTAA is seen as need for pitches. As set out in Chapter 4 of this report, the now withdrawn Government Guidance on Designing Gypsy and Traveller Sites recommended that, as a general guide, an average family pitch must be capable of accommodating an amenity building, a large trailer and touring caravan, parking space for two vehicles and a small garden area.
- 7.24 It is recommended that alternative approaches should be considered when seeking to address the levels of need identified in this GTAA, especially when seeking to meet the need through the intensification or expansion of existing sites.
- 7.25 The first approach to consider is in relation to single concealed or doubled-up adults and teenagers who will be in need of a pitch of their own in the next 5 years. In the short to medium term it is likely that the accommodation need of these individuals could be met through additional touring caravans on existing sites which are, generally, each equivalent to the provision of a pitch, as opposed to more formally set out pitches.
- 7.26 The second approach to consider is for sites occupied by larger extended family groups. Again, sites like this may be able to meet the overall accommodation needs through a combination of shared static caravans, tourers and dayrooms on existing sites which are, generally, each equivalent to the provision of a pitch – as opposed to more formally set out sites with separate pitches. It is common for conditions

in Decision Notices for Travellers sites to simply place limits on the numbers and types of caravans as opposed to placing limits on the number of pitches.

- 7.27 It is recommended that need for households that met the PPTS planning definition is addressed through new pitch allocations and the intensification or expansion of existing sites – considering some of the alternative approaches set out above. Given that the majority of identified need comes from households living on private sites it is likely that it will need to be addressed through the provision of private pitches or sites.
- 7.28 The Council will need to carefully consider how to address any needs from undetermined households, from households seeking to move to Lichfield (in-migration), or from households currently living in bricks and mortar. In terms of Local Plan Policies, the Council could consider the use of a criteria-based policy (as suggested in PPTS).
- 7.29 In general terms, it is the Government’s intention that the need for those households who do not fall within the PPTS planning definition should be met as part of general housing need, as all Travellers that do not meet the planning definition will have been included as part of the overall Objectively Assessed Need (OAN).
- 7.30 It is recognised that the Council already have in place an adopted Local Plan that sets out overall housing need. When the new Local Plan is prepared, the findings of this report should be considered as part of future housing mix and type within the context of the assessment of overall housing need in relation to those households that did not meet the PPTS planning definition of a Traveller.

Travelling Showpeople

- 7.31 There are no Travelling Showmen’s yards in Lichfield so there is no current or future need for any plots.

Summary of Need to be Addressed

- 7.32 Taking into consideration all of the elements of need that have been assessed and identified, together with the assumptions on the proportion of undetermined households that are likely to meet the planning definition, the tables below set out the likely number of pitches/plots that will need to be addressed either as a result of the GTAA, or through the Housing Need Assessment process and through separate Local Plan Policies.

Gypsies and Travellers

- 7.33 Total need from Gypsy and Traveller households is made up by adding together need from households that met the planning definition, need from undetermined households, and need from households that did not meet the planning definition. The tables below break need down by the GTAA and SHMA by taking 25% (the ORS national average for Gypsies and Travellers) of need from undetermined households and adding this to the need from households that met the planning definition, and by adding the remaining 75% of need from undetermined households to the need from households that did not meet the planning definition.

Figure 12 – Overall need for Gypsy and Traveller households that meet the planning definition of a Traveller 2019-2040

Planning Status	GTAA	TOTAL
Meet PPTS Planning Definition (+ 25% Undetermined)	7 (7+0)	7
TOTAL	7	7

Figure 13 – Overall need for Gypsy and Traveller households that do not meet the planning definition of a Traveller 2019-2040¹⁰

Planning Status	SHMA	TOTAL
Not meeting PPTS Planning Definition (+ 75% Undetermined)	6 (6+0)	6
TOTAL	6	6

Note that the 2012 GTAA identified an overall need for 5 pitches in Lichfield for the period 2012-2028.

¹⁰ As set out previously the need from households that do not meet the planning definition will need to be addressed through the wider strategic planning process as set out in the revised NPPF (February 2019).

8. North Warwickshire Borough Council

Sites and Yards in the Study Area

8.1 In North Warwickshire, at the baseline date for this study, there was 1 public site with 17 pitches; 1 public transit site with 12 pitches¹¹; 9 private sites with permanent planning permission for 19 pitches; no private sites with temporary planning permission; no sites that are tolerated for planning purposes; 2 unauthorised sites with 4 pitches; and no Travelling Showmen’s yards. Further details can be found in **Appendix E**.

Figure 14 – Total amount of provision in North Warwickshire (March 2019)

Status	Sites/Yards	Pitches/Plots
Private sites with permanent planning permission	9	19
Private sites with temporary planning permission	0	0
Public sites (Council and Registered Providers)	1	17
Public transit provision	1	12
Private transit provision	0	0
Tolerated sites	0	0
Unauthorised sites	2	4
Travelling Showpeople yards	0	0

Stakeholder Engagement

8.2 ORS undertook a stakeholder engagement programme to complement the information gathered through interviews with members of the Travelling Community. This consultation took the form of telephone interviews which were tailored to the role of the individual. The aim of these interviews is to provide an understanding of current provision and possible future need; short-term encampments; transit provision; and cross-border issues.

8.3 Interviews were undertaken with Council Officers in North Warwickshire. Due to issues surrounding data protection, and in order to protect the anonymity of those who took part, this section presents a summary of the views expressed by interviewees and verbatim comments have not been used. The narrative represents a balanced summary of the views of the individual concerned, rather than the official policy of the Council.

Accommodation for Gypsies and Travellers

- » In addition to the public site at Alvecote, there are also 8 private sites which produce a combined total of 17 pitches, and a transit site with 12 pitches.

¹¹ This site is currently closed for refurbishment following vandalism.

- » Since the last GTAA, North Warwickshire now has a greater than five-year supply of pitches. One of the officers interviewed was confident that this supply means that future need will be met.
- » The Alvecote public site has 17 pitches and is fully occupied with 17 individual family units. The Alvecote site is very often fully occupied. There is no waiting list for the site. Historically, family groups on the site take control of the management of the site.
- » There is also a site which is used as an emergency stopping place where Travellers can stay up to 28 days in one time. This provision has helped North Warwickshire as a method of enforcement for dealing with unauthorised encampments.

Short-term Roadside Encampments and Transit Provision

- » There were 10 unauthorised encampments across North Warwickshire last year. However, it was suggested that encampment numbers may not be accurate and are influenced by a single-family unit moving around the borough.
- » Favoured stopping places highlighted were at Arley recreational ground. Most of the encampments were thought to be mainly for work and family events.
- » Over recent years unauthorised encampments were said to have become a year-round issue, as opposed to them being only seasonal.
- » The emergency stopping place is not used often. A reason put forward for the lack of use of the stopping place is that the site only has 10 pitches. Based on encampment figures, the vast majority of encampments are made up of over 10 caravans. Therefore, directing people to the stopping place results in the splitting of family units. Furthermore, the site was also suggested to be too isolated for many travellers.

Cross-Boundary Issues

- » North Warwickshire and its neighbouring boroughs were all thought to be complying with their individual Duty to Cooperate.
- » No specific cross-border issues were identified.

Future Priorities and Any Further Issues

- » To explore the use of negotiated stopping sites to help deal with unauthorised encampments.
- » To try and identify some permanent transit provision.
- » To continue to use the criteria-based policy to deal with applications for new sites.
- » To continue with partnership working to deal with any anti-social behaviour on sites.

Interviews with Gypsies and Travellers

- ^{8.4} One of the major components of this study was a detailed survey of the Gypsy, Traveller and Travelling Showpeople population living on sites and yards in the study area. This aimed to identify current households with housing needs and to assess likely future housing need from within existing households,

to help judge the need for any future pitch provision. The household interview questions can be found in **Appendix F** – although the interviews were conducted using Computer Aided Personal Interviewing (CAPI) tablets.

- 8.5 Through the desk-based research and stakeholder interviews ORS sought to identify all authorised and unauthorised sites and yards in the study area. Interviews were completed between February 2019 and April 2019. Up to 3 attempts were made to interview each household where they were not present when interviewers visited. The tables below identify the sites that ORS staff visited during the course of the fieldwork, and also set out the number of interviews that were completed at each site, together with the reasons why interviews were not completed and reasons why any additional interviews were completed. The site lists were agreed with the local authority.
- 8.6 Due to a number of additional interviews that were completed on some of the sites it is not possible to set out the overall response rates for Gypsies and Travellers. However, the table below provides an overview of the number of interviews that were completed; reasons for not completing interviews; and the number of interviews that are outstanding are set out in the table below.

Figure 15 – Summary of fieldwork for Gypsies and Travellers

Local Authority	Pitches	No Contact	Vacant/Non-Travellers	Refusals	Interviews	Outstanding Interviews
North Warwickshire ¹²	40	8	6	4	25	12

- 8.7 The table below sets out the sites that were visited in North Warwickshire, along with the reasons for not being able to complete interviews and reasons why additional interviews were completed where applicable.

Figure 16 – Sites and yards visited in North Warwickshire

Status	Pitches/Plots	Interviews	Reasons for not completing interviews/additional interviews
Public Sites			
Alvecote Caravan Park	17	9	5 x no contact possible, 3 x refusals
Private Sites			
Corley View Caravan Site	2	2	-
Fir Tree Paddock	1	0	1 x no contact possible
Kirby Glebe Farm	1	1	-
Kirby Glebe Farm	1	4	4 x households on large family pitch
Land adjacent to Kirby Glebe Farm	4	4	-
Land east of Kirby Glebe Farm	2	2	-
Land east of Kirby Glebe Farm	4	0	4 x unimplemented pitches
Land east of Kirby Glebe Farm	2	0	2 x unimplemented pitches
Peace Haven	2	0	2 x no contact possible
Temporary Sites			
None	-	-	-
Tolerated Sites			
None	-	-	-

¹² Excluding pitches on the public transit site that is currently closed.

Unauthorised Sites			
Land adjacent to Kirby Glebe Farm	1	0	1 x refusal
Land at Alvecote Caravan Park	3	3	-
Public Transit Sites			
Land adjacent to Oldbury Park	12	0	12 x vacant pitches
TSP Yards			
None	-	-	-
TOTAL	52	25	

Bricks and Mortar/Waiting List Interviews

- 8.8 The 2011 Census recorded 11 households that identified as Gypsies or Irish Travellers in North Warwickshire that were living in a house or a flat.
- 8.9 Despite all of the work that was undertaken to identify households living in bricks and mortar, it was not possible to identify any households to interview.
- 8.10 In addition, no further household in bricks and mortar are known to have approached the Council during the GTAA study period seeking a site and none have declared themselves homeless. As such it is fair to conclude that no allowances should be made for bricks and mortar households because none have identified themselves as being in need.

In-Migration

- 8.11 The Council should note that a planning application for residential use for three Romany Gypsy families at Land south of Flavel Farm Bungalow, Warton Lane, Austrey (Planning Application PAP/2017/0519) was refused planning permission on 06/02/2018 and subsequently dismissed at appeal on 06/02/2019. This was not a retrospective planning application and at the time of the appeal the appellants were living temporarily on a site in Doncaster.
- 8.12 At the time of this GTAA the site owner and other family members were living on the roadside in Hinckley and Bosworth and was interviewed as part of an update to their GTAA. The site owner expressed a wish to move to a site in North Warwickshire and that this could need to accommodate pitches for 4 families. As such the Council need to be made aware of this potential need that may need to be addressed through a Criteria-Based Local Plan Policy as a windfall site, as opposed to being included as components of need in this GTAA.

Pitch and Plot Needs

- 8.13 Information that was sought from households where an interview was completed allowed each household to be assessed against the planning definition of a Traveller. This included information on whether households have ever travelled; why they have stopped travelling; the reasons that they travel; and whether they plan to travel again in the future. The table below sets out the planning status of households in North Warwickshire.

Figure 17 – Planning status of households in North Warwickshire

Status	Meet Planning Definition	Undetermined	Do Not Meet Planning Definition
Gypsies and Travellers			
Public Sites	1	8	8
Public Transit Sites	0	0	0
Private Sites	13	3	0
Unauthorised Sites	0	1	3
TOTAL	14	12	11

- 8.14 Figure 16 shows that for Gypsies and Travellers 14 households met the planning definition of a Traveller - in that they were able to provide information that they travel for work purposes and stay away from their usual place of residence or have ceased to travel temporarily. A total of 11 Gypsy and Traveller households did not meet the planning definition as they were not able to provide information that they travel away from their usual place of residence for the purpose of work, or that they have ceased to travel temporarily due to children in education, ill health or old age. Some did travel for cultural reasons, to visit relatives or friends, and others had ceased to travel permanently – these households did not meet the planning definition.
- 8.15 The number of households on each site where an interview was not possible are recorded as undetermined. The reasons for this include households that refused to be interviewed, and households that were not present during the fieldwork period – despite up to 3 visits.

Pitch Needs – Gypsies and Travellers that met the Planning Definition

- 8.16 The 14 households who met the planning definition of Travelling were found on the public site and 5 of the private sites.
- 8.17 Analysis of the household interviews indicated that there is a current need for 3 for concealed or doubled up households/adults. There is also a future need for 7 pitches for teenage children in need of a pitch of their own in the next 5 years, and 19 pitches as a result of new household formation derived from the household demographics. There is also supply of 1 pitch (on the public site), due to become available in the first five years of the plan period.
- 8.18 Therefore, the overall level of net need for those households who met the planning definition of a Gypsy or Traveller is for **28 pitches** over the GTAA period.
- 8.19 Whilst that there are 6 pitches on private family sites with planning permission that have not been implemented, these pitches have not been included as components of general supply. However, they can be used to meet the identified needs of the households living on these sites. The effect of this would be to reduce overall need for households that met the planning definition from 28 pitches to **22 pitches**.

Figure 18 – Need for Gypsy and Traveller households in North Warwickshire that met the Planning Definition 2019-2040

Gypsies and Travellers - Meeting Planning Definition	Pitches
Supply of Pitches	
Supply from vacant public sites	0
Supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	1
Total Supply	1
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	3
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	3
Future Need	
5-year need from teenage children	7
Households on sites with temporary planning permission	0
In-migration	0
New household formation	19
<i>(Formation from household demographics)</i>	
Total Future Needs	26
Net Pitch Need = (Current and Future Need – Total Supply)	28

Figure 19 – Need for Gypsy and Traveller households in North Warwickshire that met the Planning Definition by year periods

Years	0-5	6-10	11-14	15	16-21	Total
	2019-24	2024-29	2029-33	2034	2035-40	
	9	3	7	2	7	28

Pitch Needs – Undetermined Gypsies and Travellers

- 8.20 Whilst it was not possible to determine the planning status of a total of 12 households as they either refused to be interviewed or were not on site at the time of the fieldwork, the needs of these households still need to be recognised by the GTAA as they are believed to be Gypsies and Travellers and may meet the planning definition.
- 8.21 ORS are of the opinion that it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether or not households where an interview was not completed meet the planning definition based on the outcomes of households in that local authority where an interview was completed.
- 8.22 However, data that has been collected from over 3,500 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that nationally approximately 25% of households that have been interviewed meet the planning definition – and in some local authorities, particularly London Boroughs, no households meet the planning definition.

- 8.23 This would suggest that it is likely that only a proportion of the potential need identified from these households will need conditioned Gypsy and Traveller pitches, and that the needs of the majority will need to be considered as part of the wider housing needs of the area and through separate Local Plan Policies.
- 8.24 Should further information be made available to the Council that will allow for the planning definition to be applied to the undetermined households, the overall level of need could rise by up to 1 unauthorised pitch, and by up to 4 pitches from new household formation (this uses a base of the 12 households and a net growth rate of 1.50%¹³). Therefore, need could increase by up to a further 5 pitches, plus any concealed adult households or 5-year need arising from older teenagers living in these households (if all 12 undetermined pitches are deemed to meet the planning definition).
- 8.25 If the ORS national average of 25% were applied this could result in a need for 1 pitch. Whilst the proportion of households in North Warwickshire that met the planning definition is higher (56%) than 25% this is based on a small household base. Therefore, it is felt that it would be more appropriate to consider the more statistically robust ORS national figure. However, if the locally derived proportion were to be applied this could result in a need for up to 2 pitches from undetermined households. Tables setting out the components of need for undetermined households can be found in **Appendix B**.

Pitch Needs - Gypsies and Travellers that did not meet the Planning Definition

- 8.26 It is not now a requirement for a GTAA to include an assessment of need for households that did not meet the planning definition. However, this assessment is included for illustrative purposes to provide the Council with information on levels of need that will have to be considered as part of the wider housing needs of the area and through separate Local Plan Policies, and to help meet requirements set out in the Housing and Planning Act (2016) and the revised NPPF (2019).
- 8.27 Overall, there is need for 11 pitches for households that did not meet the planning definition. This is made up a current need for 3 pitches from households who are living on unauthorised developments. Future need is made up of 3 pitches for teenage children in need of a pitch of their own in the next 5 years and 5 pitches as a result of new household formation derived from the site demographics.
- 8.28 A summary of this need for households that did not meet the planning definition can be found in **Appendix C**.

Plot Needs - Travelling Showpeople

- 8.29 There are no Travelling Showmen's yards in North Warwickshire so there is no current or future need for any plots.

¹³ The ORS Technical Note on Population and Household Growth has identified a national growth rate of 1.50% for Gypsies and Travellers which has been applied in the absence of further demographic information about these households.

Conclusions

8.30 The assessment of need provides a robust evidence base to enable the Council to assess the housing needs of the Travelling Community as well as complying with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, the National Planning Policy Framework (NPPF) 2018, Planning Practice Guidance (PPG) 2014, Planning Policy for Traveller Sites (PPTS) 2015, and the Housing and Planning Act 2016. It also provides the evidence base which can be used to support Local Plan Policies.

Gypsies and Travellers

8.31 In summary there is a need for:

- » 28 pitches in North Warwickshire over the GTAA period to 2040 for Gypsy and Traveller households that met the planning definition¹⁴;
- » Up to 5 pitches for Gypsy and Traveller households that may meet the planning definition; and
- » 11 pitches for Gypsy and Traveller households who did not meet the planning definition.

8.32 In general terms need identified in a GTAA is seen as need for pitches. As set out in Chapter 4 of this report, the now withdrawn Government Guidance on Designing Gypsy and Traveller Sites recommended that, as a general guide, an average family pitch must be capable of accommodating an amenity building, a large trailer and touring caravan, parking space for two vehicles and a small garden area.

8.33 It is recommended that alternative approaches should be considered when seeking to address the levels of need identified in this GTAA, especially when seeking to meet the need through the intensification or expansion of existing sites.

8.34 The first approach to consider is in relation to single concealed or doubled-up adults and teenagers who will be in need of a pitch of their own in the next 5 years. In the short to medium term it is likely that the accommodation need of these individuals could be met through additional touring caravans on existing sites which are, generally, each equivalent to the provision of a pitch, as opposed to more formally set out pitches.

8.35 The second approach to consider is for sites occupied by larger extended family groups. Again, sites like this may be able to meet the overall accommodation needs through a combination of shared static caravans, tourers and dayrooms on existing sites which are, generally, each equivalent to the provision of a pitch – as opposed to more formally set out sites with separate pitches. It is common for conditions in Decision Notices for Travellers sites to simply place limits on the numbers and types of caravans as opposed to placing limits on the number of pitches.

8.36 It is recommended that need for households that met the PPTS planning definition is addressed through new pitch allocations and the intensification or expansion of existing sites – considering some of the alternative approaches set out above. Given that the majority of identified need comes from households

¹⁴ Whilst that there are 6 pitches on private family sites with planning permission that have not been implemented, these pitches have not been included as components of general supply. However, they can be used to meet the identified needs of the households living on these sites. The effect of this would be to reduce overall need from 28 pitches to 22 pitches.

living on private sites it is likely that it will need to be addressed through the provision of private pitches or sites.

- 8.37 The Council will need to carefully consider how to address any needs from undetermined households, from households seeking to move to North Warwickshire (in-migration), or from households currently living in bricks and mortar. In terms of Local Plan Policies, the Council could consider the use of a criteria-based policy (as suggested in PPTS). The current Core Strategy already includes a Criteria-base Gypsy and Traveller Policy (NW8) and the new Submission Local Plan also includes a Criteria-Based Policy (LP10).
- 8.38 In general terms, it is the Government's intention that the need for those households who do not fall within the PPTS planning definition should be met as part of general housing need, as all Travellers that do not meet the planning definition will have been included as part of the overall Objectively Assessed Need (OAN).
- 8.39 It is recognised that the Council already have in place an adopted Local Plan that sets out overall housing need. When the new Local Plan is prepared, the findings of this report should be considered as part of future housing mix and type within the context of the assessment of overall housing need in relation to those households that did not meet the PPTS planning definition of a Traveller.

Travelling Showpeople

- 8.40 There are no Travelling Showmen's yards in North Warwickshire so there is no current or future need for any plots.

Summary of Need to be Addressed

- 8.41 Taking into consideration all of the elements of need that have been assessed and identified, together with the assumptions on the proportion of undetermined households that are likely to meet the planning definition, the tables below set out the likely number of pitches/plots that will need to be addressed either as a result of the GTAA, or through the Housing Need Assessment process and through separate Local Plan Policies.

Gypsies and Travellers

- 8.42 Total need from Gypsy and Traveller households is made up by adding together need from households that met the planning definition, need from undetermined households, and need from households that did not meet the planning definition. The tables below break need down by the GTAA and SHMA by taking 25% (the ORS national average for Gypsies and Travellers) of need from undetermined households and adding this to the need from households that met the planning definition, and by adding the remaining 75% of need from undetermined households to the need from households that did not meet the planning definition.

Figure 20 – Overall need for Gypsy and Traveller households that meet the planning definition of a Traveller 2019-2040

Planning Status	GTAA	TOTAL
Meet PPTS Planning Definition (+ 25% Undetermined)	29 (28+1)	29
TOTAL	29	29

Figure 21 – Overall need for Gypsy and Traveller households that do not meet the planning definition of a Traveller 2019-2040¹⁵

Planning Status	SHMA	TOTAL
Not meeting PPTS Planning Definition (+ 75% Undetermined)	15 (11+4)	15
TOTAL	15	15

Note that the 2013 GTAA identified an overall need for 9 pitches in North Warwickshire for the period 2012-2028.

It should be noted that North Warwickshire have approved planning applications for additional pitches on a number of new and existing sites in recent years and some are still to be implemented or occupied. Whilst these have not been included as components of supply in the GTAA as they are not available for general occupation (as set out in PPTS), they can be used to meet any current and future need from the family living on the site. The effect of this would be to reduce overall need from 44 pitches to 38 pitches.

¹⁵ As set out previously the need from households that do not meet the planning definition will need to be addressed through the wider strategic planning process as set out in the revised NPPF (February 2019).

9. Tamworth Borough Council

Sites and Yards in the Study Area

9.1 In Tamworth, at the baseline date for this study, there were no Gypsy and Traveller sites or Travelling Showpeople yards.

Figure 22 - Total amount of provision in Tamworth (April 2019)

Status	Sites/Yards	Pitches/Plots
Private sites with permanent planning permission	0	0
Private sites with temporary planning permission	0	0
Public sites (Council and Registered Providers)	0	0
Public transit provision	0	0
Private transit provision	0	0
Tolerated sites	0	0
Unauthorised sites	0	0
Travelling Showpeople yards	0	0

Stakeholder Engagement

9.2 ORS undertook a stakeholder engagement programme to complement the information gathered through interviews with members of the Travelling Community. This consultation took the form of telephone interviews which were tailored to the role of the individual. The aim of these interviews is to provide an understanding of current provision and possible future need; short-term encampments; transit provision; and cross-border issues.

9.3 An interview was undertaken with Council Officers for the Council. Due to issues surrounding data protection, and in order to protect the anonymity of those who took part, this section presents a summary of the views expressed by interviewees and verbatim comments have not been used. The narrative represents a balanced summary of the views of the individuals concerned, rather than the official policy of the Council.

Accommodation for Gypsies and Travellers

- » There are no existing pitches or yards for Gypsies, Travellers and Travelling Showpeople in Tamworth. Therefore, there is very little for families who have not got the financial resources to buy a piece of land and go through to get planning permission.
- » Tamworth have a requirement for a single pitch and have consulted with their neighbouring authorities to see whether they could be accommodated. Feedback suggested that Tamworth needed to refresh their evidence base and conduct a call for sites. No sites were identified following that recent call for sites.
- » It was acknowledged that the Travelling community possibly need more provision. However, difficulties regarding the possible location of that provision were highlighted.

Short-term Roadside Encampments and Transit Provision

- » Tamworth have no transit provision or negotiated stopping places and it was thought that there is little need to provide any in the future.
- » Regarding short-term and unauthorised encampments, it was reported that Tamworth have only experienced a very small number over recent years. The favoured locations of encampments that do appear are Mersear Drive and on the industrial estate by the A5.
- » Unauthorised encampments on council land are most commonly given notice. Encampments on private property are commonly dealt with by landowners who will use bailiffs.

Cross-Boundary Issues

- » The officers interviewed highlighted that travellers occupying sites on the borders between Tamworth and Lichfield, and Tamworth and North Warwickshire, are accessing Tamworth services, such as health and education.
- » Tamworth and its neighbouring boroughs were all thought to be complying with their individual Duty to Cooperate.

Future Priorities and Any Further Issues

- » A future priority highlighted would be for Tamworth to have some amount of provision, as there is currently none.

Interviews with Gypsies and Travellers

- 9.4 One of the major components of this study was a detailed survey of the Gypsy, Traveller and Travelling Showpeople population living on sites and yards in the study area. This aimed to identify current households with housing needs and to assess likely future housing need from within existing households, to help judge the need for any future pitch provision. The household interview questions can be found in **Appendix F** – although the interviews were conducted using Computer Aided Personal Interviewing (CAPI) tablets.
- 9.5 Through the desk-based research and stakeholder interviews ORS sought to identify all authorised and unauthorised sites and yards in the study area. Interviews were completed between December 2017 and March 2018. Up to 3 attempts were made to interview each household where they were not present when interviewers visited. The tables below identify the sites that ORS staff visited during the course of the fieldwork, and also set out the number of interviews that were completed at each site, together with the reasons why interviews were not completed and reasons why any additional interviews were completed. The site lists were agreed with the local authority.
- 9.6 Due to a number of additional interviews that were completed on some of the sites it is not possible to set out the overall response rates for Gypsies and Travellers. However, the table below provides an overview of the number of interviews that were completed; reasons for not completing interviews; and the number of interviews that are outstanding are set out in the table below.

Figure 23 – Summary of fieldwork for Gypsies and Travellers

Local Authority	Pitches	No Contact	Vacant/Non-Travellers	Refusals	Interviews	Outstanding Interviews
Tamworth	0	0	0	0	0	0

9.7 The table below sets out the sites that were visited in Tamworth, along with the reasons for not being able to complete interviews and reasons why additional interviews were completed where applicable.

Figure 24 - Sites and yards visited in Tamworth

Status	Pitches/Plots	Interviews	Reasons for not completing interviews/additional interviews
Public Sites			
None	-	-	-
Private Sites			
None	-	-	-
Temporary Sites			
None	-	-	-
Tolerated Sites			
None	-	-	-
Unauthorised Sites			
None	-	-	-
TSP Yards			
None	-	-	-
TOTAL	0	0	

Bricks and Mortar

9.8 Although the 2011 Census recorded 4 households that identified as Gypsies or Irish Travellers in Tamworth, none of these came forward to be interviewed despite all of the efforts that were made during the study.

9.9 In addition, no further household in bricks and mortar are known to have approached the Council during the GTAA study period seeking a site and none have declared themselves homeless. As such it is fair to conclude that no further allowances should be made for bricks and mortar households - other than that from those that were interviewed - because no others identified themselves as being in need.

Pitch and Plot Needs

9.10 There were no Gypsies, Travellers or Travelling Showpeople sites or yards identified in Tamworth, and no households were identified to interview living in bricks and mortar, despite a small number of households being identified in the 2011 Census. These efforts included discussions with Council Officers and other local stakeholders; and discussions with Travellers living on other sites in the study area asking if they had any relatives or friends who may be in need of a pitch on a site. As such there is no current or future need for pitches in Tamworth over the GTAA period to 2040.

- 9.11 Whilst the previous GTAA suggested that a total of 17 interviews were completed with households living in bricks and mortar, this only resulted in one household seeking to move to a site. This suggests that this household may now have found a pitch on a site in another local authority.

Figure 25 – Need for Gypsy and Traveller households in Tamworth that met the Planning Definition 2019-2040

Gypsies and Travellers - Meeting Planning Definition		Pitches
Supply of Pitches		
Supply from vacant public and private pitches		0
Supply from pitches on new sites		0
Pitches vacated by households moving to bricks and mortar		0
Pitches vacated by households moving away from the study area		0
Total Supply		0
Current Need		
Households on unauthorised developments		0
Households on unauthorised encampments		0
Concealed households/Doubling-up/Over-crowding		0
Movement from bricks and mortar		0
Households on waiting lists for public sites		0
Total Current Need		0
Future Need		
5-year need from teenage children		0
Households on sites with temporary planning permission		0
In-migration		0
New household formation		0
<i>(No Households Met Planning Definition)</i>		
Total Future Needs		0
Net Pitch Need = (Current and Future Need – Total Supply)		0

Figure 26 – Need for Gypsy and Traveller households in Tamworth that met the Planning Definition by year periods

Years	0-5	6-10	11-14	15	16-21	Total
	2019-24	2024-29	2029-33	2034	2035-40	
	0	0	0	0	0	0

Conclusions

- 9.12 The assessment of need provides a robust evidence base to enable the Council to assess the housing needs of the Travelling Community as well as complying with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, Planning Practice Guidance (PPG) 2014, Planning Policy for Traveller Sites (PPTS) 2015, the Housing and Planning Act 2016 and the National Planning Policy Framework (NPPF) 2019. It also provides the evidence base which can be used to support Local Plan Policies.

Pitch Needs - Gypsies and Travellers

- 9.13 In summary there is a need for no pitches in Tamworth over the GTAA period to 2040 for Gypsy and Traveller households as none were identified.

^{9.14} It is recommended that any need arising from new households seeking to move to the area and develop a site should be addressed through a criteria-based Local Plan Policy.

Plot Needs - Travelling Showpeople

^{9.15} In summary there is a need for no plots in Tamworth over the GTAA period to 2040 for Travelling Showpeople households as none were identified.

10. Transit Requirements – All Local Authorities

- ^{10.1} It is acknowledged that it is difficult to robustly determine the need for transit provision through individual GTAA studies as transit requirements are more of a regional, if not a national issue, that need to be addressed in a more strategic manner. In addition, changes to the PPTS in 2015 are seen by many organisations that represent the Travelling Community as a catalyst that will potentially increase the number of households seeking to travel and be in need of transit provision.
- ^{10.2} When assessing transit provision in the study area the assessment has looked at the outcomes of the stakeholder interviews and details of existing transit sites, data from the MHCLG Traveller Caravan Count, and the potential wider issues associated with changes to the PPTS in 2015.

Stakeholder Interviews and Local Data

- ^{10.3} Information from the stakeholder interviews confirmed that there are low levels of unauthorised encampments in most local authorities in the study area, and that most are transient and passing through for short periods of time.
- ^{10.4} Whilst there is a transit site in North Warwickshire it is currently closed for refurbishment following vandalism. Interviews with the residents on one of the private sites suggested that Travellers do not like using the transit site due to its location in a dark wooded area.
- ^{10.5} There are also a small number of private transit pitches on a private site in Lichfield. Whilst these cannot be used by the Police to move households on to, they do provide provision to friends and family members coming to stay in the area – therefore removing the potential for some additional encampments in Lichfield.

MHCLG Traveller Caravan Count

- ^{10.6} Whilst it is considered to be a comprehensive national dataset on numbers of authorised and unauthorised caravans across England, it is acknowledged that the Traveller Caravan Count is a count of caravans and not households. It also does not record the reasons for unauthorised caravans or any demographic information about residents. This makes it very difficult to interpret in relation to assessing current and future need because it does not count pitches or resident households. The count is also only a twice yearly (January and July) ‘snapshot in time’ conducted by local authorities on a specific day, and any caravans on unauthorised sites or encampments which occur on other dates are not recorded. Likewise, any caravans that are away from sites on the day of the count are not included. As such it is not considered appropriate to use the outcomes from the Traveller Caravan Count in the assessment of current or future transit provision. It does however provide valuable historic and trend data on whether there are instances of unauthorised caravans in local authority areas.
- ^{10.7} Data from the Traveller Caravan Count shows that there have been no non-tolerated unauthorised caravans on land not owned by Travellers recorded by local authorities in the study area. However, as set

out above this is just a snapshot and does not give a full picture of unauthorised encampments and potential need for transit provision across the study area.

Potential Implications of PPTS (2015)

^{10.8} It has been suggested by a number of organisations representing members of the Travelling Community that there will need to be a large increase in transit provision across the country as a result of changes to the PPTS in 2015 leading to more households travelling to seek to meet the planning definition. This may well be the case, but it will take some time for any changes in travelling behaviour to materialise.

Transit Recommendations

^{10.9} There is currently an inoperative public transit site in North Warwickshire with 12 pitches that is having services repaired following vandalism of the site. It is recommended that this is brought back into use in the first instance to deal with any unauthorised encampments and that no additional transit provision would be required once the site is reopened. The private transit pitches in Lichfield also appear to be reducing the numbers of encampments in Lichfield and there are insufficient numbers of encampments in Tamworth to suggest that formal transit provision is required.

^{10.10} Due to potential changes to travelling behaviour as a result of changes to PPTS (2015) the use of historic evidence to assess current and future transit need is not recommended. Any recommendations for any future transit provision will need to make use of a robust post-PPTS (2015) evidence base. It is therefore recommended that the situation relating to levels of unauthorised encampments throughout the area should be monitored whilst any potential changes associated with PPTS (2015) develop.

^{10.11} This monitoring information should be collected as part of a Welfare Assessment (or equivalent) that is completed with households on unauthorised encampments. The way in which Welfare Assessments are carried out varies between local authorities, however, to provide robust input into the assessment of need for any further transit provision it is recommended that local authorities should consider collecting the following information:

- » Numbers of households, caravans and other vehicles.
- » Reasons why households are in the local area.
- » How long households are planning to stay in the local area.
- » Whether households have a permanent place of residence elsewhere.
- » Where households have come from and where they are planning to move on to next.
- » Whether households would consider staying on a transit site if one were available.
- » Whether households have permanent accommodation need in the local area.

^{10.12} A review of the evidence base relating to unauthorised encampments, including the monitoring referred to above, should be undertaken once there is a sufficient local evidence base following the changes to PPTS in 2015. This will establish whether there is a need for investment in any further formal transit sites or emergency stopping places, or whether a managed approach is preferable alongside the use of existing public and private transit pitches in Lichfield and North Warwickshire.

- ^{10.13} In the short-term, as well as the existing transit sites, the Councils could consider the use of management-based arrangements for dealing with unauthorised encampments and could also consider the use of Negotiated Stopping Agreements, as opposed to taking forward an infrastructure-based approach.
- ^{10.14} 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 agreements 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. Agreements are made between the Council and the (temporary) residents regarding expectations on both sides.
- ^{10.15} Temporary stopping places can be made available at times of increased demand due to fairs or cultural celebrations that are attended by Gypsies and Travellers. A charge may be levied as determined by the local authority although they only need to provide basic facilities including: a cold-water supply; portaloos; sewage disposal point and refuse disposal facilities.

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Appendix A: Glossary of Terms

Amenity block/shed	A building where basic plumbing amenities (bath/shower, WC, sink) are provided.
Bricks and mortar	Mainstream housing.
CAPI	Computer Assisted Personal Interviewing.
Caravan	Mobile living vehicle used by Gypsies and Travellers. Also referred to as trailers.
Chalet	A single storey residential unit which can be dismantled. Sometimes referred to as mobile homes.
Concealed household	Households, living within other households, who are unable to set up separate family units.
DCLG	Department for Communities and Local Government (now MHCLG).
Doubling-Up	Where there are more than the permitted number of caravans on a pitch or plot.
Emergency Stopping Place	A temporary site with limited facilities to be occupied by Gypsies and Travellers while they travel.
Green Belt	A land use designation used to check the unrestricted sprawl of large built-up areas; prevent neighbouring towns from merging into one another; assist in safeguarding the countryside from encroachment; preserve the setting and special character of historic towns; and assist in urban regeneration, by encouraging the recycling of derelict and other urban land.
GTAA	Gypsy and Traveller Accommodation Assessment.
HEDNA	Housing and Economic Development Needs Assessment.
Household formation	The process where individuals form separate households. This is normally through adult children setting up their own household.
In-migration	Movement into or come to live in a region or community.
LHNA	Local Housing Need Assessments
Local Plans	Local Authority spatial planning documents that can include specific policies and/or site allocations for Gypsies, Travellers and Travelling Showpeople.
MHCLG	Ministry of Housing, Communities and Local Government (formerly DCLG).
NPPF	National Planning Policy Framework.
ORS	Opinion Research Services.
Out-migration	Movement from one region or community in order to settle in another.

Personal planning permission	A private site where the planning permission specifies who can occupy the site and doesn't allow transfer of ownership.
Pitch/plot	Area of land on a site/development generally home to one household. Can be varying sizes and have varying caravan numbers. Pitches refer to Gypsy and Traveller sites and Plots to Travelling Showpeople yards.
PPG	Planning Practice Guidance.
PPTS	Planning Policy for Traveller Sites.
Private site	An authorised site owned privately. Can be owner-occupied, rented or a mixture of owner-occupied and rented pitches.
SHMA	Strategic Housing Market Assessment.
Site	An area of land on which Gypsies, Travellers and Travelling Showpeople are accommodated in caravans/chalets/vehicles. Can contain one or multiple pitches/plots.
Social/Public/Council Site	An authorised site owned by either the local authority or a Registered Housing Provider.
Temporary planning permission	A private site with planning permission for a fixed period of time.
Tolerated site/yard	Long-term tolerated sites or yards where enforcement action is not expedient, and a certificate of lawful use would be granted if sought.
Transit provision	Site intended for short stays and containing a range of facilities. There is normally a limit on the length of time residents can stay.
Unauthorised Development	Caravans on land owned by Gypsies and Travellers and without planning permission.
Unauthorised Encampment	Caravans on land not owned by Gypsies and Travellers and without planning permission.
Waiting list	Record held by the local authority or site managers of applications to live on a site.
Yard	A name often used by Travelling Showpeople to refer to a site.

Appendix B: Need from Undetermined Households

Lichfield District Council

Figure 27 – Need for undetermined Gypsy and Traveller households in Lichfield 2019-2040

Gypsies and Travellers - Undetermined	Pitches
Supply of Pitches	
Supply from vacant public and private pitches	0
Supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	0
Future Need	
5-year need from teenage children	0
Households on sites with temporary planning permission	0
In-migration	0
New household formation	0
<i>(No undetermined households)</i>	
Total Future Needs	0
Net Pitch Need = (Current and Future Need – Total Supply)	0

Figure 28 – Need for undetermined Gypsy and Traveller households in Lichfield by year periods

Years	0-5	6-10	11-14	15	16-21	Total
	2019-24	2024-29	2029-33	2034	2035-40	
	0	0	0	0	0	0

North Warwickshire Borough Council

Figure 29 – Need for undetermined Gypsy and Traveller households in North Warwickshire 2019-2040

Gypsies and Travellers - Undetermined	Pitches
Supply of Pitches	
Supply from vacant public and private pitches	0
Supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	1
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	1
Future Need	
5-year need from teenage children	0
Households on sites with temporary planning permission	0
In-migration	0
New household formation	4
<i>(Household base 12 and formation rate 1.50%)</i>	
Total Future Needs	4
Net Pitch Need = (Current and Future Need – Total Supply)	5

Figure 30 – Need for undetermined Gypsy and Traveller households in North Warwickshire by year periods

Years	0-5	6-10	11-14	15	16-21	Total
	2019-24	2024-29	2029-33	2034	2035-40	
	2	1	1	0	1	5

Tamworth Borough Council

Figure 31 – Need for undetermined Gypsy and Traveller households in Tamworth - 2019-2040

Gypsies and Travellers - Undetermined	Pitches
Supply of Pitches	
Supply from vacant public and private pitches	0
Supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	0
Future Need	
5-year need from teenage children	0
Households on sites with temporary planning permission	0
In-migration	0
New household formation	0
<i>(No undetermined households)</i>	
Total Future Needs	0
Net Pitch Need = (Current and Future Need – Total Supply)	0

Figure 32 – Need for undetermined Gypsy and Traveller households in Tamworth by year periods

Years	0-5	6-10	11-14	15	16-21	Total
	2019-24	2024-29	2029-33	2034	2035-40	
	0	0	0	0	0	0

Appendix C: Need from households not meeting Planning Definition

Lichfield District Council

Figure 33 – Need for Gypsy and Traveller households in Lichfield that did not meet the Planning Definition - 2019-2040

Gypsies and Travellers – Not Meeting Planning Definition		Pitches
Supply of Pitches		
Supply from vacant public and private pitches		0
Supply from pitches on new sites		0
Pitches vacated by households moving to bricks and mortar		0
Pitches vacated by households moving away from the study area		0
Total Supply		0
Current Need		
Households on unauthorised developments		3
Households on unauthorised encampments		0
Concealed households/Doubling-up/Over-crowding		0
Movement from bricks and mortar		0
Households on waiting lists for public sites		0
Total Current Need		3
Future Need		
5-year need from teenage children		0
Households on sites with temporary planning permission		0
In-migration		0
New household formation		2
<i>(Formation from household demographics)</i>		
Total Future Needs		2
Net Pitch Need = (Current and Future Need – Total Supply)		5

Figure 34 – Need for Gypsy and Traveller households in Lichfield that did not meet the planning definition by year periods

Years	0-5	6-10	11-14	15	16-21	Total
	2019-24	2024-29	2029-33	2034	2035-40	
	3	0	1	1	0	5

North Warwickshire Borough Council

Figure 35 – Need for Gypsy and Traveller households in North Warwickshire that did not meet the Planning Definition – 2019-2040

Gypsies and Travellers – Not Meeting Planning Definition	Pitches
Supply of Pitches	
Supply from vacant public and private pitches	0
Supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	3
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	3
Future Need	
5-year need from teenage children	3
Households on sites with temporary planning permission	0
In-migration	0
New household formation	5
<i>(Formation from household demographics)</i>	
Total Future Needs	8
Net Pitch Need = (Current and Future Need – Total Supply)	11

Figure 36 – Need for Gypsy and Traveller households in North Warwickshire that did not meet the Planning Definition by year periods

Years	0-5	6-10	11-14	15	16-21	Total
	2019-24	2024-29	2029-33	2034	2035-40	
	6	2	1	0	2	11

Tamworth Borough Council

Figure 37 – Need for Gypsy and Traveller households in Tamworth that did not meet the Planning Definition - 2019-2040

Gypsies and Travellers – Not Meeting Planning Definition	Pitches
Supply of Pitches	
Supply from vacant public and private pitches	0
Supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	0
Future Need	
5-year need from teenage children	0
Households on sites with temporary planning permission	0
In-migration	0
New household formation	0
<i>(No Travellers Not Meeting Planning Definition)</i>	
Total Future Needs	0
Net Pitch Need = (Current and Future Need – Total Supply)	0

Figure 38 – Need for Gypsy and Traveller households in Tamworth that did not meet the planning definition by year periods

Years	0-5	6-10	11-14	15	16-21	Total
	2019-24	2024-29	2029-33	2034	2035-40	
	0	0	0	0	0	0

Appendix D: Neighbouring Authority Interviews

Birmingham City Council

- With regard to **overall accommodation need** in Birmingham, the views of the officer interviewed were as follows:
 - » A new GTAA has been completed in preparation for future work.
 - » Birmingham receive a large number of unauthorised encampments annually which highlights the need for a transit site.
 - » Encampments vary from some which see themselves as being more permanent, those that stop for work, or those who are just passing through on their way to other places.
 - » Favoured locations identified of the encampments were parks, playing fields and grass areas adjacent to major highways.
- With regard to the subject of **cross border issues and the Duty to Cooperate**, the views of the officer interviewed were as follows:
 - » A cross-border issue identified was groups moving around the adjacent northern boundaries, following injunctions.
 - » Birmingham and the neighbouring authorities were all thought to be complying with the Duty to Cooperate. This was felt to be evidenced through joint-working ventures and regular meetings.
 - » Neighbouring authorities were felt to meeting their need.

Cannock Chase District Council

- With regard to **overall accommodation need** in Cannock, the views of the officer interviewed were as follows:
 - » The officer interviewed believed that Cannock would benefit from providing a site which is open to all members of the community. However, the officer was not aware of any funding available to develop such a site.
 - » Overcrowding was believed to be rare, although one site was said to experience occasions where it could potentially have too many caravans. The officer added that if strict limits were applied on this site, it may lead to unauthorised encampments.
 - » Unauthorised encampments were said to be infrequent, usually numbering 6 or less per year, and occur around the time of the Appleby Fair. The Council have Injunctions protecting the three most popular locations that most commonly see short-term encampments stopping.
 - » In the past the Council have resorted to court action to obtain a repossession order to move an encampment on; this process can take up to three weeks. The Council has recently employed a private bailiff company to manage encampments, which is said to have resulted

in encampments being moved on within 24 hours with very little clearing-up involved. Given the small numbers, and the recent improvement in the time taken to move encampments the officer was of the view that there is not a need for a transit site in Cannock Chase.

- With regard to the subject of **cross border issues and the Duty to Cooperate**, the views of the officer interviewed were as follows:
 - » Regarding the subject of cross border issues and the Duty to Cooperate, due to their role the officer interviewed was not involved in any cross-border work.
 - » Since the use of private bailiffs, the officer was of the view that Travellers are not coming to Cannock and are staying out of the district. It is believed that many now travel to South Staffordshire, who still use repossession orders, as they know that they will be able to stay for a couple of weeks until the Council have obtained an order; rather than coming to Cannock and getting moved on within 24 hours.

Coventry City Council

- With regard to **overall accommodation need** in Coventry, the views of the officer interviewed were as follows:
 - » According to the last GTAA, the current provision is not meeting the need. It is felt that there is possibly a need for further accommodation for Travellers. The council site is operating at full capacity and the size of that site is set to be reduced. Both issues are thought to be influencing the need for further accommodation.
 - » Since the last GTAA, updating the council site is the only action that has been taken.
 - » Currently there is no transit or negotiated stopping provision in place and action is taken whenever Travellers camp illegally. Transit provision has been discussed and provision may be provided in due course.
- With regard to the subject of **cross border issues and the Duty to Cooperate**, the views of the officer interviewed were as follows:
 - » The officer assumed there to be a lack of accommodation in the majority of neighbouring authorities, resulting in the potential for some authorities to not be meeting their identified need.
 - » Coventry and the neighbouring authorities were all thought to be complying with the Duty to Cooperate. This was felt to be evidenced through joint-working ventures and regular meetings.

East Staffordshire Borough Council

- With regard to **overall accommodation need** in East Staffordshire, the views of the officer interviewed were as follows:
 - » Since the last GTAA, the local authority has permitted planning applications which meet the needs identified in the GTAA, up until 2019. The officer was not aware of any overcrowding or unauthorised encampments. It is expected that a new GTAA will be prepared in 2020.

- » The housing department are not aware of any Gypsies, Travellers or Travelling Showpeople who live in bricks and mortar accommodation.
- » It was stated that East Staffordshire have information on unauthorised encampments on Borough Council owned land – of which there were 3 in 2016, none in 2017 and 2 in 2018. The officer explained that Travellers are likely stopping on their way to sites outside of the area and are moved on when this happens.
- With regard to the subject of **cross border issues and the Duty to Cooperate**, the views of the officer interviewed were as follows:
 - » No specific cross-border issues were identified.
 - » The officer felt that East Staffordshire and its neighbouring authorities are complying with the Duty to Cooperate. It was stated that East Staffordshire had attended the Derbyshire Planning Officers meeting approximately twice a year to specifically discuss Gypsy and Traveller issues, need for pitches and the monitoring of how this need is being met over the wider Derbyshire area.

Hinckley and Bosworth Borough Council

- With regard to **overall accommodation need** in Hinckley and Bosworth, the views of the officer interviewed were as follows:
 - » Since the last GTAA, no additional need has been identified by the Council. The current provision appears to be adequate and a new GTAA is being undertaken in order verify if requirements have changed.
 - » Regarding unauthorised encampments, the officer identified only occasional roadside stopping. This was not of a permanent nature requiring the need for any action to take place.
 - » Regarding transit sites and negotiated stopping places, there are 24 transit pitches on 2 private sites. The recommendation of the last GTAA was that there was no need to deliver any new transit provision currently. There are no public transit sites.
- With regard to the subject of **cross border issues and the Duty to Cooperate**, the views of the officer interviewed were as follows:
 - » The only issue identified by the officer interviewed was regarding a potential issue which could arise from a high level of demand being experienced by Blaby. However, Hinckley & Bosworth does not yet seem to experience any increased need that could possibly arise when considering the proximity of Blaby.
 - » The officer felt that Hinckley & Bosworth and all neighbouring boroughs were complying with their Duty to Cooperate.
 - » In terms of how other authorities are meeting their need, the officer identified Leicester as being proactive in putting forward additional sites on public land.

Nuneaton and Bedworth Borough Council

- With regard to **overall accommodation need** in Nuneaton and Bedworth, the views of the officer interviewed were as follows:
 - » Since the last GTAA, the accommodation needs of Gypsies and Travellers have been set-out in a Local Plan. No additional need for Travelling Showpeople sites needed to be included into the Local Plan.
 - » Nuneaton and Bedworth have 86 Gypsy and Traveller pitches. There are 21 vacant pitches for permanent use but no transit pitches.
 - » Smithfields, 157 Coventry Road, Bulkington has a temporary permission for one pitch until the 25/4/2021
 - » There have been frequent unauthorised encampments experienced. Since April 1st, 2017, there have been 26 unauthorised encampments on Nuneaton and Bedworth Borough Council owned land. Encampments are moved on as quickly as possible, unless there is a proven welfare need.
 - » It was felt that, due to the numerous unauthorised encampments over the last few years, transit provision and temporary stopping places are needed in the area.
- With regard to the subject of **cross border issues and the Duty to Cooperate**, the views of the officer interviewed were as follows:
 - » No specific cross-border issues with any neighbouring authorities were identified.
 - » Nuneaton and Bedworth, and its neighbouring authorities, were all felt to be complying with their Duty to Cooperate. This was believed to be achieved through maintaining regular contact across local authorities on potential issues concerning Gypsies, Travellers and Travelling Showpeople.

Solihull Metropolitan Borough Council

- With regard to **overall accommodation need** in Solihull, the views of the officer interviewed were as follows:
 - » During the 2012 GTAA period, Solihull Metropolitan Borough Council had 50 authorised pitches on 7 sites.
 - » The results of the last GTAA required the provision of 38 more pitches between 2012 and 2027. This was to be divided into three 5-year tranches as follows: 26 pitches between 2012-2017; 6 pitches between 2017-2022; 6 pitches between 2022-2027. The Council has met this requirement through the granting of planning permission and the adoption of a Gypsy and Traveller Site Allocations Plan, resulting in 30 of the 38 pitches required to the end of 2027 now having planning permission and built out. The remaining pitches are allocated on sites in the Site Allocations Plan.
 - » In February 2017, planning permission was granted on appeal for 4 pitches at a site near Hampton-in-Arden. This is in addition to the 38 pitches allocated in the Site Allocations Plan. Together with the existing authorised pitches and sites in place prior to 2012, there are now 9 authorised sites in Solihull, providing a total of 84 pitches.

- » An increase in the number of incidences relating to short term unauthorised encampments was identified over the last few years. Potential reasons offered for this increase were travelling for general and/or seasonal work, and because of neighbouring authorities using alternative powers of eviction, including injunctions.
- With regard to the subject of **cross border issues and the Duty to Cooperate**, the views of the officer interviewed were as follows:
 - » No specific cross-border issues with any neighbouring authorities were identified.
 - » Solihull and its neighbouring authorities were all felt to be complying with their Duty to Cooperate. This was believed to be achieved through successful joint working and the sharing of information regarding Gypsy and Traveller issues in the region.

South Staffordshire Council

- With regard to **overall accommodation need** in South Staffordshire, the views of the officer interviewed were as follows:
 - » Within South Staffordshire there are currently 109 permanent, 14 temporary, 5 unauthorised, and 20 transit Gypsy and Traveller pitches. The area is considered to be popular because of its location near the A5 and A449 highway infrastructure. Most of the existing pitches are located in the north of the district, including the area near the Cannock border and main highway infrastructure.
 - » A joint Black Country GTAA was completed in 2017 and identified a need for an additional 48 pitches between 2016-21, and a further 39 up until 2037. Since the GTAA was completed, the Local Authority has allocated 20 pitches through its Site Allocations Document. Most of the need is believed to derive from the family growth of the existing population.
 - » The last GTAA identified a need for an additional 3 plots for Travelling Showpeople.
 - » The Local Authority is using the 2017 GTAA to inform the review of the Local Plan and will be undertaking a call for sites. Given the restrictions of developing sites within the green belt, the Local Authority will review whether to seek assistance from neighbouring authorities, within the Housing Market area, to meet this need.
 - » There are occasional roadside encampments and when they do occur it is usually just families passing through. The officer was of the view that these are not particularly problematic and are handled effectively by the enforcement team.
- With regard to the subject of **cross border issues and the Duty to Cooperate**, the views of the officer interviewed were as follows:
 - » The officer was of the view that even though there is a cluster of sites near the Cannock border, there is no known cross border issues relating to sites.
 - » South Staffordshire and its neighbouring authorities were said to work well together via the Duty to Cooperate discussions. The officer confirmed that during their Local Plan review, issues and options consultation, one of the options was to seek to export any

unmet needs for Gypsy and Traveller pitches to neighbouring authorities; where it could be demonstrated that insufficient non-Green Belt options exist.

Stafford Borough Council

- With regard to the **overall accommodation need** in Stafford Borough, the views of the officer interviewed were as follows:
 - » A joint GTAA was carried out with Stoke, Newcastle-under-Lyme and Staffordshire & Moorlands in 2016. The GTAA identified a need for 43 pitches up until 2027 for Stafford Borough. Currently a new private site is being built out, which has planning permission to accommodate 36 pitches. Therefore, there is a need remaining for a further 7 pitches.
 - » As part of the New Local Plan 2020-2040 evidence base, the local authority is now updating its GTAA through to 2040. The officer considered that additional pitches may be required within this period, subject to the results of the emerging GTAA. Therefore, the local authority is continuing to search for land suitable for additional sites.
 - » The Council keeps a list of unauthorised encampments, which includes around the Stafford town area, which serves as the main service and facilities area. This information is considered as part of the emerging GTAA evidence base.
- With regard to the subject of **cross border issues and the Duty to Cooperate**, the views of the officer interviewed were as follows:
 - » Both Lichfield and Cannock have approached Stafford Borough to say that they are unable to meet their individual need. Stafford Borough have not been able to meet these requests as they cannot currently meet their own need.
 - » Stafford Borough and its neighbouring authorities were all felt to be complying with their Duty to Cooperate. This was believed to be achieved through positive contact and joint working between them.

Walsall Council

- With regard to **overall accommodation need** in Walsall, the views of the officer interviewed were as follows:
 - » Walsall have one local authority site with 19 pitches, one private site with 15 pitches and several smaller family sites which are owned by the occupiers. There is need for further provision for the smaller family sites.
 - » The recent Site Allocation Document comments specifically on the shortfall of permanent pitches.
 - » Walsall were thought to be meeting the identified need for permanent residential sites but not transit.
 - » The officer explained that there are issues resulting from large numbers of unauthorised encampments and that there is currently work ongoing to establish a suitable approach to managing these. The Black Country GTAA identified a need for 1 transit site which would serve the whole area. However, that amount of transit provision was thought to be insufficient.

- With regard to the subject of **cross border issues and the Duty to Cooperate**, the views of the officer interviewed were as follows:
 - » No specific cross-border issues with any neighbouring authorities were identified.
 - » Walsall and its neighbouring authorities were all felt to be complying with their Duty to Cooperate.

Appendix E: Site and Yard Lists (April 2019)

Lichfield District Council

Figure 39 – Lichfield site and yard list

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public Sites		
None	-	-
Private Sites with Permanent Permission		
Gravelly Lane	1	0
Land east of Oakfield	1	0
The Poplars	2	0
Private Sites with Temporary Permission		
None	-	-
Tolerated Sites – Long-term without Planning Permission		
Comberford Hall	0	1
Unauthorised Developments		
Spinney Nurseries	0	3
TOTAL PITCHES	4	4
Travelling Showpeople Yards		
None	-	-
TOTAL PLOTS	0	0
Transit Provision		
The Poplars (private transit)	6	0

North Warwickshire Borough Council

Figure 40 – North Warwickshire site and yard list

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public Sites		
Alvecote Caravan Park	17	0
Private Sites with Permanent Permission		
Corley View Caravan Site	2	0
Fir Tree Paddock	1	0
Kirby Glebe Farm	1	0
Kirby Glebe Farm	1	0
Land adjacent to Kirby Glebe Farm	4	0
Land east of Kirby Glebe Farm	2	0
Lane east of Kirby Glebe Farm ¹⁶	4	0
Land east of Kirby Glebe Farm ¹⁷	2	0
Peace Haven (Land adjacent to Fir Tree Paddock)	2	0
Temporary Sites		
None	-	-
Tolerated Sites		
None	-	-
Unauthorised Sites		
Land adjacent to Kirby Glebe Farm	0	1
Land at Alvecote Caravan Park	0	3
TOTAL PITCHES	36	4
Travelling Showpeople Yards		
None	-	-
TOTAL PLOTS	0	0
Transit Sites		
Land adjacent to Oldbury Road	12	0

¹⁶ Pitches currently unimplemented.

¹⁷ Pitches currently unimplemented.

Tamworth Borough Council

Figure 41 – Tamworth site and yard list

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public Sites		
None	-	-
Private Sites with Permanent Permission		
None	-	-
Private Sites with Temporary Permission		
None	-	-
Tolerated Sites – Long-term without Planning Permission		
None	-	-
Unauthorised Developments		
None	-	-
TOTAL PITCHES	0	0
Authorised Travelling Showpeople Yards		
None	-	-
Unauthorised Travelling Showpeople Yards		
None	-	-
TOTAL PLOTS	0	0
Transit Provision		
None	-	-

Appendix F: Household Interview Questions

GTAA Questionnaire 2019



INTERVIEWER: Good Morning/afternoon/evening. My name is < > from Opinion Research Services, working on behalf of XXXX Council.

The Council are undertaking a study of Gypsy, Traveller and Travelling Showpeople accommodation needs assessment in this area. This is needed to make sure that accommodation needs are properly assessed and to get a better understanding of the needs of the Travelling Community.

The Council need to try and speak with every Gypsy, Traveller and Travelling Showpeople household in the area to make sure that the assessment of need is accurate.

Your household will not be identified and all the information collected will be anonymous and will only be used to help understand the needs of Gypsy, Traveller and Travelling Showpeople households.

ORS is registered under the Data Protection Act 1998. Your responses will be stored and processed electronically and securely. This paper form will be securely destroyed after processing. Your household will not be identified to the council and only anonymous data and results will be submitted, though verbatim comments may be reported in full, and the data from this survey will only be used to help understand the needs of Gypsy, Traveller and Travelling Showpeople households

A General Information

A1 Name of planning authority:
INTERVIEWER please write in

A2 Date/time of site visit(s): DD/MM/YY TIME
INTERVIEWER please write in

A3 Name of interviewer:
INTERVIEWER please write in

A4 Address and pitch number:
INTERVIEWER please write in

A5 Type of accommodation: *INTERVIEWER please cross one box only*

Council	Private rented	Private owned	Unauthorised	Bricks and Mortar
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

A6 Name of Family:
INTERVIEWER please write in

A7 Ethnicity of Family: *INTERVIEWER please cross one box only*

Romany Gypsy	Irish Traveller	Scots Gypsy or Traveller	Show Person
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
New Traveller	English Traveller	Welsh Gypsy	Non-Traveller
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Other *(please specify)*

A8 Number of units on the pitch: *INTERVIEWER please write in*

Mobile homes	Touring Caravans	Day Rooms	Other <i>(please specify)</i>
<input style="width: 25%;" type="text"/>	<input style="width: 25%;" type="text"/>	<input style="width: 25%;" type="text"/>	<input style="width: 25%;" type="text"/>

A9 Is this site your main place of residence? If not where is?
INTERVIEWER: Please cross one box only

Yes No

A10 How long have you lived here? If you have moved in the past 5 years, where did you move from? *INTERVIEWER: Please write in below*

Years	Months	If you have moved in the past 5 years, where did you move from? Include ALL moves
-------	--------	---

A11 Did you live here out of your own choice or because there was no other option? If there was no other option, why? *INTERVIEWER: Please cross one box only*

Choice No option

A12 Is this site suitable for your household? If so why and if not why not? (For example close to schools, work, healthcare, family and friends etc.)
INTERVIEWER: Please cross one box only

Yes No

A13 How many separate families or unmarried adults live on this pitch?
INTERVIEWER: Please cross one box only

1 2 3 4 5 6 7 8 9 10

B Demographics

B1 Demographics — Household 1 *INTERVIEWER: Please write-in*

Person 1		Person 2		Person 3	
Sex	Age	Sex	Age	Sex	Age

Complete additional forms for each household on pitch *INTERVIEWER: Please write-in*

Person 4		Person 5		Person 6		Person 7		Person 8	
Sex	Age	Sex	Age	Sex	Age	Sex	Age	Sex	Age

C Accommodation Needs

C1 How many families or unmarried adults living on this pitch are in need of a pitch of their own in the next 5 years? *INTERVIEWER: Please cross one box only*

INTERVIEWER: AN ADULT IS DEFINED AS 16+

1 2 3 4 5 6 7 8 9 10

Other *Please specify*

C2 How many of your children will need a home of their own in the next 5 years? If they live here now, will they want to stay on this site? If not, where would they wish to move? (e.g. other site, in bricks and mortar etc.) If they do not live on this site, where do they currently live and would they want to move on to this site or another local site if they could get a pitch? *INTERVIEWER: Please cross one box only*

1 2 3 4 5 6 7 8 9 10

Other (Please specify)

Details (Please specify)

D **Waiting List**

D1 Is anyone living here on the waiting list for a pitch in this area?
INTERVIEWER: Please cross one box only

Yes —————> Continue to D2
 No —————> Go to D4

D2 How many people living here are on the waiting list for a pitch in this area?
INTERVIEWER: Please cross one box only

1 2 3 4 5 6 7 8 9 10

Other (Please specify)

Details (Please specify)

D3 How long have they been on the waiting list? *INTERVIEWER: Please cross one box only*

0-3 months 3-6 months 6-12 months 1-2 years 2+ years

Other (Please specify)

Details (Please specify)

D4 If they are not on the waiting list, do any of the people living here want to be on the waiting list? (INTERVIEWER if they do - please take their contact details)
INTERVIEWER: Please cross one box only

1 2 3 4 5 6 7 8 9 10

No Other (Please specify)

Details (Please specify) and take contact details)

E Future Accommodation Needs											
<p>E1 Do you plan to move from this site in the next 5 years? If so, why? <i>INTERVIEWER: Please cross one box only</i></p> <p>Yes <input type="checkbox"/> If yes → Continue to E2 No <input type="checkbox"/> If no → Go to E5</p>	<p style="text-align: center; color: #808080;">If so, why? (please specify)</p>										
<p>E2 Where would you move to? <i>INTERVIEWER: Please cross one box only</i></p> <table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 20%; text-align: center; vertical-align: top;"> Another site in this area <i>(specify where)</i> </td> <td style="width: 20%; text-align: center; vertical-align: top;"> A site in another council area <i>(specify where)</i> </td> <td style="width: 20%; text-align: center; vertical-align: top;"> Bricks and mortar in this area <i>(specify where)</i> </td> <td style="width: 20%; text-align: center; vertical-align: top;"> Bricks and mortar in another council area <i>(specify where)</i> </td> <td style="width: 20%; text-align: center; vertical-align: top;"> Other (e.g. land they own elsewhere) <i>(Please specify)</i> </td> </tr> <tr> <td style="text-align: center;"><input type="checkbox"/></td> <td style="text-align: center;"><input type="checkbox"/></td> <td style="text-align: center;"><input type="checkbox"/></td> <td style="text-align: center;"><input type="checkbox"/></td> <td style="text-align: center;"><input type="checkbox"/></td> </tr> </table> <div style="border: 1px solid black; padding: 10px; margin-top: 10px; text-align: center; color: #808080;"> <p>Please specify where they would move to If they own land elsewhere - probe for details</p> </div>		Another site in this area <i>(specify where)</i>	A site in another council area <i>(specify where)</i>	Bricks and mortar in this area <i>(specify where)</i>	Bricks and mortar in another council area <i>(specify where)</i>	Other (e.g. land they own elsewhere) <i>(Please specify)</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Another site in this area <i>(specify where)</i>	A site in another council area <i>(specify where)</i>	Bricks and mortar in this area <i>(specify where)</i>	Bricks and mortar in another council area <i>(specify where)</i>	Other (e.g. land they own elsewhere) <i>(Please specify)</i>							
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>							
<p>E3 If you want to move would you prefer to buy a private pitch or site, or rent a pitch on a public or private site? <i>INTERVIEWER: Please cross one box only</i></p> <table style="width: 100%; text-align: center;"> <tr> <td style="width: 33%;">Private buy</td> <td style="width: 33%;">Private rent</td> <td style="width: 33%;">Public rent</td> </tr> <tr> <td><input type="checkbox"/></td> <td><input type="checkbox"/></td> <td><input type="checkbox"/></td> </tr> </table>		Private buy	Private rent	Public rent	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>				
Private buy	Private rent	Public rent									
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>									
<p>E4 Can you afford to buy a private pitch or site? <i>INTERVIEWER: Please cross one box only</i></p> <table style="width: 100%; text-align: center;"> <tr> <td style="width: 50%;">Yes</td> <td style="width: 50%;">No</td> </tr> <tr> <td><input type="checkbox"/></td> <td><input type="checkbox"/></td> </tr> </table>		Yes	No	<input type="checkbox"/>	<input type="checkbox"/>						
Yes	No										
<input type="checkbox"/>	<input type="checkbox"/>										
<p>E5 Are you aware of, or do you own any land that could have potential for new pitches? <i>INTERVIEWER: Please cross one box only</i></p> <table style="width: 100%; text-align: center;"> <tr> <td style="width: 50%;">Yes</td> <td style="width: 50%;">No</td> </tr> <tr> <td><input type="checkbox"/></td> <td><input type="checkbox"/></td> </tr> </table> <div style="border: 1px solid black; padding: 10px; margin-top: 10px; text-align: center; color: #808080;"> <p>Please ask for details on where land/site is located and who owns the land/site?</p> </div>		Yes	No	<input type="checkbox"/>	<input type="checkbox"/>						
Yes	No										
<input type="checkbox"/>	<input type="checkbox"/>										

F Travelling

F1 How many trips, living in a caravan or trailer, have you or members of your family made away from your permanent base in the last 12 months?
INTERVIEWER: Please cross one box only

0 1 2 3 4 5+

↓ Go to F6a } Continue to F2

F2 If you or members of your family have travelled in the last 12 months, which family members travelled? *INTERVIEWER: Please cross one box only*

All the family Adult males Other

F3 What were the reasons for travelling? *INTERVIEWER: Please cross all that apply*

Work Holidays Visiting family Fairs Other

Details / specify if necessary. If fairs—probe for whether this involves work

F4 At what time of year do you or family members usually travel? And for how long?
INTERVIEWER: Please cross one box only

All year Summer Winter

And for how long?

F5 Where do you or family members usually stay when they are travelling?
INTERVIEWER: Please cross all boxes that apply

LA transit sites Private transit sites Roadside Friends/family Other

INTERVIEWER: Ask F6a — F8 **ONLY** if F1 = 0. Otherwise, go to F9

F6a Are there any reasons why you don't you travel at the moment?

Details

F6b Have you or family members ever travelled? *INTERVIEWER: Please cross one box only*

Yes —————> Continue to F7
 No —————> Go to F9

F7a When did you or family members last travel? *INTERVIEWER: Please write in*

Details

F7b What were the reasons for travelling? *INTERVIEWER: Please cross all that apply*

Work Holidays Visiting family Fairs Other

Details / specify if necessary. If fairs—probe for whether this involves work

F8 Why do you not travel anymore? INTERVIEWER: Cross all boxes that apply & probe for details

- | | | | | | | |
|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| Children
in school | Ill health | Old age | Settled now | Nowhere
to stop | No work
opportunities | Other |
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

If other, please specify

Details about children in school, types of ill health, or looking after relative with poor health, and specific problems/issues relating to old age

F9 Do you or other family members plan to travel in the future?

INTERVIEWER: Please cross one box only

- | | | | |
|------------|--------------------------|--------|-----------------|
| Yes | <input type="checkbox"/> | —————> | Continue to F10 |
| No | <input type="checkbox"/> | —————> | Go to G1 |
| Don't know | <input type="checkbox"/> | —————> | Go to G1 |

F10 When, and for what purpose do you/they plan to travel?

Details

F11 Is there anything else you would like to tell us about your travelling patterns?

Details

G Any other information	
G1	Any other information about this site or your accommodation needs? <i>INTERVIEWER: Please write in</i>
	<p>Details (e.g. can current and future needs be met by expanding or intensifying the existing site?)</p>
G2	Site/Pitch plan? Any concerns? <i>INTERVIEWER: Please sketch & write in</i>
	<p>Sketch of Site/Pitch — any concerns?</p> <p>Are any adaptations needed?</p> <p>Why does the current accommodation not meet the household's needs; and could their needs could be addressed in situ e.g. extra caravans. This could cover people wanting to live with that household but who cannot currently</p>

H Bricks & Mortar Contacts	
H1	Contacts for Bricks and Mortar interviews? <i>INTERVIEWER: Please write in</i>
Details	
Council contact?	
Would you like the council to contact you about any of the issues raised in this interview? Please note that although ORS will pass on your contact details to the Council we cannot guarantee when they will contact you?	
<i>INTERVIEWER: Please cross one box only</i>	
Yes <input type="checkbox"/>	No <input type="checkbox"/>
<i>INTERVIEWER: Can I confirm your name and telephone number so that we can pass them on to the Council for this purpose only. Your details will only be used for this purpose and will not be passed onto anyone else.</i>	
Respondent's Name.....	<input type="text"/>
Respondent's Telephone.....	<input type="text"/>
Respondent's Email.....	<input type="text"/>
Interview log	
<i>INTERVIEWER: Please record the date and time that the interview was carried out</i>	
Date.....	<input type="text"/>
Time of interview.....	<input type="text"/>

Appendix G: ORS Technical Note