

# Gypsy and Traveller and Travelling Showperson Accommodation Assessment 2022

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Stafford Borough Council

Final Report  
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# Executive Summary

## Introduction

The Stafford Borough Gypsy, Traveller and Travelling Showperson Accommodation Assessment 2022 (GTAA) provides the latest available evidence to identify the accommodation needs of Gypsies and Travellers and Travelling Showpeople across the borough.

The GTAA has included:

- A review of existing (secondary) data; and
- A household survey and site/yard observation. A total of 54 Gypsy and Traveller households were interviewed in 2022 out of a total of 72 households, a 75% response rate.

This data has been analysed to provide a picture of current provision and activity across the borough and an assessment of future need. The findings of the study provide an up-to-date, robust and defensible evidence base for policy development.

We are very grateful to the Gypsy and Traveller communities across Stafford Borough for their positive engagement with the work and for the assistance provided by site owners to facilitate interviews.

## Population and current accommodation provision

The 2011 Census identified a total of 50 households in Stafford Borough where the Household Reference Person had a 'White: Gypsy or Irish Traveller' ethnicity. Of these, 26 lived in a caravan and 24 in bricks and mortar housing.

Gypsy and Traveller provision includes one council site (9 pitches), seven private authorised sites (94 pitches) and one unauthorised site (5 pitches). There are no Travelling Showperson's yards in the borough. Private sites tend to be occupied by extended family groups. This means the ability of non-family members to move onto private sites is limited.

The bi-annual DCLG Traveller caravan count (Jan 2016 to Jan 2020) reported an average of 84 caravans on Gypsy and Traveller sites and none on Travelling Showperson's yards.

## Planning policy requirements for needs assessments

The 2021 National Planning Policy Framework (NPPF) states in Paragraph 62 '*the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policy (including travellers)*'. A footnote in the NPPF then states '*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*'.

The 2015 Planning Policy for Traveller Site (PPTS) document states that ‘local planning *authorities should make their own assessment of need for the purposes of planning*’ and ‘*ensure that their Local Plan includes fair, realistic and inclusive policies*’ and ‘*to increase the number of traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply*’.

In the absence of further guidance on preparing GTAAs, the methods adopted by arc<sup>4</sup> reflect the PPTS, build upon those methods established through previous guidance, our practical experience and decisions made at planning inquiries and appeals.

### ‘Cultural’ and ‘PPTS need’

Government policy encourages authorities to meet the needs of all Gypsies and Travellers. The PPTS is used to plan for the accommodation needs of those Gypsies and Travellers who continue to lead a nomadic habit of life, even if they are temporarily not travelling. The NPPF is used to plan for the accommodation needs of those Gypsies and Travellers that no longer lead a nomadic habit of life. In both respects national policy requires need to be assessed and then a five year supply of sites to meet that need to be identified as part of the Local Plan.

The GTAA establishes an overall ‘cultural’ need for pitches which accords with the overall need for Gypsy and Traveller culturally appropriate accommodation and takes into account the Human Rights Act 1998, the Equalities Act 2010 and the Housing and Planning Act 2016 section 124. Within this overall need, the specific need from households who meet the nomadic habit of life definitions set out in PPTS Annex 1 is identified. Analysis of the travelling behaviour of households or emerging households planning to move residential location indicates that 53.5% meet the nomadic habit of life/travelling behaviour criteria set out in the PPTS.

### Plan periods

Need has been assessed over a short-term period: 2021/22 to 2025/26 and longer-term period: 2026/27 to 2039/40.

## Gypsy and Traveller pitch requirements

### Overall need

There is an overall cultural need for 57 additional Gypsy and Traveller pitches across the borough over the period 2021/22 to 2039/40. Of this need, 31 is from households who meet the PPTS nomadic habit of life definition and 26 are from households who do not meet the PPTS definition as they no longer lead a nomadic habit of life. This takes into account the needs arising from existing households, households on unauthorised sites, newly forming households, in-migrant households and also the current vacancies on existing sites. It is implicit in this study that the needs arising from the private family sites will be met either through the use of vacant pitches on those sites or through new site provision.

Some turnover is expected on the council site which, when applied to the overall cultural need and PPTS need, reduces this overall need to 48 (22 PPTS need and 26 non-PPTS need). Turnover on private sites is not included in analysis because occupancy may be restricted to family members.

The pitch shortfall over the first five-year and full plan period are set out in detail in Table ES1.

Discussions with private site owners identified a series of potential additional sites across Stafford Borough. For confidentiality and commercial sensitivity reasons the specific details are withheld in this report but the council has been made aware of these sites. The pitch capacity of the potential sites is a minimum of 25 pitches.

<b>Table ES1 Addressing Gypsy and Traveller pitch need: Stafford Borough</b>			
	<b>Stafford Borough</b>	<b>Cultural need</b>	<b>Of which: PPTS NEED</b>
<b>A</b>	<b>5 year Authorised Pitch Shortfall (2021/22 to 2025/26)</b>	26	14
B	Anticipated minimum turnover on Council site applied to cultural and PPTS need	3	3
<b>C=A-B</b>	<b>Residual need 2020/21 to 2025/26 after turnover</b>	<b>23</b>	<b>11</b>
<b>D</b>	<b>Longer-term need 2026/27 to 2039/40</b>	31	17
E	Anticipated minimum turnover on Council site	6	6
<b>F=D-E</b>	<b>Residual need 2025/26 to 2039/40 after turnover</b>	<b>25</b>	<b>11</b>
	<b>Summary</b>	<b>Cultural need</b>	<b>Of which: PPTS NEED</b>
<b>G=A+D</b>	Plan period Authorised Pitch Shortfall (2021/22 to 2039/40)	<b>57</b>	<b>31</b>
<b>H=B+E</b>	Anticipated minimum turnover on Council site applied to cultural and PPTS need	<b>9</b>	<b>9</b>
<b>I=G-H</b>	<b>Residual need 2021/22 to 2039/40 after turnover considered</b>	<b>48</b>	<b>22</b>
<b>J</b>	<b>Potential new site development</b>	<b>25</b>	<b>25</b>
<b>K=I-J</b>	<b>Impact of site development on need</b>	<b>23</b>	<b>-3 (need met)</b>

In summary:

- Over the plan period 2021/22 to 2039/40, there is an overall need for 48 additional pitches once expected turnover on the council site is considered (of which 22 PPTS need and 26 non-PPTS need).

- Over the five year period 2021/22 to 2025/26, there is an overall need for 23 additional pitches once expected turnover on the council site is considered (11 PPTS need and 12 non-PPTS need)

A potential supply of at least 25 additional pitches has been identified. This would be sufficient to address the 5-year need for both PPTS and non-PPTS need.

In the longer-term, there would remain an overall cultural shortfall of 23 pitches but all PPTS need would be met.

## Travelling Showperson plot requirements

There is currently no Travelling Showperson's provision in Stafford Borough.

## Temporary stopping places and transit provision

The council should consider the options for transit provision. A blend of different approaches may be appropriate, with an emphasis on negotiated stopping arrangements rather than a dedicated transit site.

## Policy recommendations

Government policy encourages authorities to meet the needs of all Gypsies and Travellers through the NPPF for those who no longer travel and the PPTS for those who have a nomadic habit of life.

The overall needs evidenced in this report indicate a total shortfall of 48 pitches (of which 22 is PPTS need and 26 is non-PPTS need) over the period 2021/22 to 2039/40). This takes into account turnover on the council site and existing vacancies on sites which have been verified with site owners. However, these vacancies are expected to be filled by family members rather than for general use. This means that it is unlikely there would be capacity on these sites for occupants of unauthorised pitches.

Discussions with site owners have identified several potential new sites with a minimum capacity of 25 pitches. Delivery of these sites within 5 years would address in full the 5 year evidenced pitch need and make inroads into longer-term need.

It is recommended that the council engage with private site owners to consider new site applications to bring forward additional pitches. Once the overall scale of potential delivery is identified, the council will need to consider if there remains a shortfall of sites. It is anticipated that the potential new sites will address all PPTS need over the period to 2039/40, leaving the council to consider how it best meets the needs of households who do not meet the PPTS nomadic habit of life, although it is recommended that this is met through additional pitch development.



# 1. Introduction

## Overview

- 1.1 In January 2022 arc<sup>4</sup> was commissioned by Stafford Borough Council to prepare the 2022 Gypsy, Traveller and Travelling Showperson Accommodation Assessment (GTAA).
- 1.2 The overall scope of the study is to ensure that the council has a robust evidence base to determine an appropriate level of residential pitch and transit provision over the period to 2040 (financial year 2039/40) and to identify the accommodation needs of Gypsies and Travellers to meet both the Planning Policy for Traveller Sites (PPTS)-defined need and the council's obligations under section 124 of the Housing and Planning Act 2016.

## Who the study covers

- 1.3 The GTAA 2022 adopts the definition of 'Gypsies and Travellers' set out within PPTS, which was published by the government in August 2015. This sets out the following definition of 'Gypsies and Travellers':

*'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' (MHCLG Planning policy for traveller sites August 2015 Annex 1, para 1.)*

- 1.4 In addition, PPTS 2015 provides the following 'clarification' for determining whether someone is a Gypsy or Traveller:

*'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.'* (MHCLG Planning policy for traveller sites August 2015 Annex 1, para 2)

- 1.5 The following definition of 'Travelling Showpeople' is set out in PPTS 2015:

*'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.’ (MHCLG Planning policy for traveller sites August 2015 Annex 1, para 3)*

1.6 In addition:

*‘For the purposes of this planning policy, “pitch” means a pitch on a “gypsy and traveller” site and “plot” means a pitch on a “travelling showpeople” site (often called a “yard”). This terminology differentiates between residential pitches for “gypsies and travellers” and mixed-use pitches for “travelling showpeople”, which may/will need to incorporate space or to be split to allow for the storage of equipment.’ (MHCLG Planning policy for traveller sites August 2015 Annex 1, para 5).*

1.7 For the purposes of this study, therefore, Gypsies and Travellers live on pitches on sites, whilst Travelling Showpeople live on plots on yards.

## Report structure

1.8 The GTAA 2022 report structure is as follows:

- **Chapter 1 Introduction:** provides an overview of the study.
- **Chapter 2 Policy and local context:** presents a review of the national policy context which guides the study.
- **Chapter 3 Methodology:** provides details of the study’s research methodology.
- **Chapter 4 Review of current Gypsy and Traveller population and provision of pitches/plots:** reviews estimates of the Gypsy and Traveller and Travelling Showpeople population across the borough and existing site/yard provision.
- **Chapter 5 Household survey:** presents relevant data obtained from the household survey research.
- **Chapter 6 Pitch / plot / transit requirements:** focuses on current and future pitch/plot requirements. This chapter includes a detailed assessment of drivers of demand, supply and current shortfalls across the borough.
- **Chapter 7 Conclusion and strategic response:** concludes the report, providing brief summary of key findings and recommendations.

1.9 The report is supplemented by the following appendices:

- **Appendix A** Household questionnaires.
- **Appendix B** Glossary of terms.

## 2. Policy and local context

- 2.1 This study is grounded in an understanding of the national legislative and planning policy context that underpins the assessment and provision of accommodation for Gypsies and Travellers and Travelling Showpeople.
- 2.2 This chapter sets out the policy context within which this GTAA has been prepared, including a consideration of the previous GTAA for the borough.

### Government policy and guidance

- 2.3 The 2021 National Planning Policy Framework states in Paragraph 62 *‘the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies’*. It then lists a number of groups including Travellers. A footnote to the paragraph states *‘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’*.
- 2.4 The 2015 Planning Policy for Traveller Site (PPTS) document states that *‘local planning authorities should make their own assessment of need for the purposes of planning’* and *‘ensure that their Local Plan includes fair, realistic and inclusive policies’* and *‘to increase the number of traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply’*.
- 2.5 Policy A of the 2015 PPTS relates to evidence needed to plan positively and manage development. This states *‘in assembling the evidence base necessary to support their planning approach, local planning authorities should:*
- *pay particular attention to early and effective community engagement with both settled and traveller communities (including discussing travellers’ accommodation needs with travellers themselves, their representative bodies and local support groups);*
  - *co-operate with travellers, their representative bodies and local support groups; other local authorities and relevant interest groups to prepare and maintain an up-to-date understanding of the likely permanent and transit accommodation needs of their areas over the lifespan of their development plan, working collaboratively with neighbouring local planning authorities; and*
  - *use a robust evidence base to establish accommodation needs to inform the preparation of local plans and make planning decisions.*
- 2.6 In the absence of further guidance on preparing GTAAs, the methods adopted by arc<sup>4</sup> reflect Policy A of the PPTS; build upon those methods established through previous guidance; our practical experience and findings from planning inquiries and appeals.
- 2.7 The calculation of pitch/plot requirements is based on established DCLG modelling methodology, as advocated in *Gypsy and Traveller Accommodation*

*Needs Assessment Guidance* (DCLG, 2007). Although this guidance was formally withdrawn in December 2016, in the absence of any updated guidance on the subject, it continues to provide a good practice approach for needs modelling.

2.8 Policy B of the 2015 PPTS relates to planning for traveller sites and requires Local Plans:

- to be prepared with the objective of contributing to the achievement of sustainable development and consistent with the policies of the NPPF; and
- to set pitch targets for Gypsies and Travellers and plot targets for Travelling Showpeople as defined in Annex 1 which address the likely permanent and transit site accommodation needs of travellers in their area, working collaboratively with neighbouring local planning authorities.

2.9 Policy B (paragraph 10) sets out that local authorities should, in producing their Local Plan:

- a. identify and update annually, a supply of specific deliverable sites sufficient to provide 5 years' worth of sites against their locally set targets;
- b. identify a supply of specific, developable sites, or broad locations for growth, for years 6 to 10 and, where possible, for years 11-15;
- c. 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 (local planning authorities have a duty to cooperate on planning issues that cross administrative boundaries);
- d. relate the number of pitches or plots to the circumstances of the specific size and location of the site and the surrounding population's size and density; and
- e. protect local amenity and environment.

2.10 Policy B (paragraph 13) sets out that local authorities should ensure that traveller sites are sustainable economically, socially and environmentally and therefore ensure that their policies:

- a. promote peaceful and integrated co-existence between the site and the local community;
- b. promote, in collaboration with commissioners of health services, access to appropriate health services;
- c. ensure that children can attend school on a regular basis;
- d. provide a settled base that reduces both the need for long-distance travelling and possible environmental damage caused by unauthorised encampment;
- e. provide for proper consideration of the effect of local environmental quality (such as noise and air quality) on the health and well-being of

any travellers who may locate there or on others as a result of new development;

- f. avoid placing undue pressure on local infrastructure and services;
- g. do not locate sites in areas at high risk of flooding, including functional floodplains, given the particular vulnerability of caravans; and
- h. reflect the extent to which traditional lifestyles (whereby some travellers live and work from the same location thereby omitting many travel to work journeys) can contribute to sustainability.

### *Intentional unauthorised development*

- 2.11 The planning policy statement issued with PPTS 2015 ([https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/457632/Final\\_Chief\\_Planning\\_Officer\\_letter\\_and\\_written\\_statement.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/457632/Final_Chief_Planning_Officer_letter_and_written_statement.pdf)) and confirmed by Ministerial Statement (<http://www.parliament.uk/business/publications/written-questions-answers-statements/written-statement/Commons/2015-12-17/HCWS423/>) makes clear that if a site is intentionally occupied without planning permission this would be a material consideration in any retrospective planning application for that site. Whilst this does not mean that retrospective applications will be automatically refused, it does mean that failure to seek permission in advance of occupation will count against the application.
- 2.12 In addition, PPTS 2015 (Paragraph 12) makes clear that in exceptional cases where a local authority is burdened by a large-scale unauthorised site that has significantly increased their need, and their area is subject to strict and special planning constraints, then there is no assumption that the local authority will be required to meet their Gypsy and Traveller site needs in full. This is intended to protect local planning authorities with significant land constraints from being required to provide for additional needs arising directly from large sites such as Dale Farm (a large unauthorised site in Essex).

### Considering ‘Cultural’ and ‘PPTS’ need

- 2.13 Paragraph 62 of the 2021 NPPF recognises the need to assess a range of community needs including those of Travellers. Government policy encourages authorities to meet the needs of all Gypsies and Travellers. The PPTS is used to plan for the accommodation needs of those Gypsies and Travellers who continue to lead a nomadic habit of life, even if they are temporarily not travelling. The NPPF is used to plan for the accommodation needs of those Gypsies and Travellers that no longer lead a nomadic habit of life. In both respects policy requires need to be assessed and then a five year supply of sites to meet that need to be identified as part of the Local Plan. This approach also reflects the council’s obligations under the Human Rights Act 1998, the Equalities Act 2010 and the Housing and Planning Act 2016 section 124.

- 2.14 Our assessment methodology is set out in Chapter 3 and the outworking of this approach for Stafford Borough is set out in Chapter 6.

## Responding to challenges

- 2.15 GTAA's are subject to intense scrutiny, particularly at planning inquiries and hearings. The methodological approaches taken by arc<sup>4</sup> aim to maximise the robustness of evidence and measures include:
- An up-to-date assessment of the number of pitches on sites and the number of households living on pitches and any vacancies.
  - Maximising response rates from households.
  - Carefully considering the relationship between households and the pitches they occupy.
  - Sensitive analysis of the flows of existing households from and to districts.
  - Consideration of overcrowding and concealed households.
  - Careful consideration of turnover on council / housing association pitches, with clear assumptions over future potential capacity from households moving away from pitches.
  - Longer-term modelling of need using detailed demographic information contained from household survey work.
  - Reasonable assumptions around the number of households in bricks and mortar accommodation who may want to move to a pitch.

## 3. Methodology

### Introduction

- 3.1 The GTAA research method is grounded in an understanding of the requirement of the NPPF and based on an established methodology which regularly withstands scrutiny at planning inquiries and hearings.
- 3.2 The methodology has comprised:
- a desktop analysis of existing documents, including data on pitches / sites, plots / yards and unauthorised encampments;
  - the collection of primary data, including household interviews with Gypsies and Travellers and Travelling Showpeople; and
  - an assessment of accommodation needs taking into account all available data and information.
- 3.3 The information gathering has been carried out in three phases, as outlined below:
- Phase 1: Literature / desktop review.
  - Phase 2: Survey of Gypsies and Travellers and Travelling Showpeople across the borough.
  - Phase 3: Needs assessment and production of the GTAA 2022 report.

### Phase 1: Literature/desktop review and steering group discussions

- 3.4 We have reviewed relevant literature, including legislative background and best practice information; and analysis of available secondary data relating to Gypsies and Travellers and Travelling Showpeople in the borough. The research has been overseen by a steering group comprising local authority officers.

### Phase 2: Fieldwork survey and interviews with Gypsies and Travellers and Travelling Showpeople

- 3.5 Our aim is to obtain interviews from all households living on sites using a standard questionnaire (Appendix A). This questionnaire has been carefully designed in consultation with councils, feedback from community representatives and planning agents. Site visits and interviews took place during January and February 2022 and households were left with a leaflet explaining the work.

- 3.6 Regarding the PPTS definition, the questionnaire asks if households have been travelling in the preceding year or within the past five years and/or intend to travel in the next year or in any year in the next five years. Note that households who cannot travel due to age or health limitations are excluded from analysis. If eligible households answer ‘yes’ to either question the household meets the travelling criteria set out in PPTS. By contrast, all households identifying as part of the Gypsy and Traveller or Travelling Showpeople community are contained within a broader ‘cultural’ definition.
- 3.7 Analysis of the travelling behaviour of households or emerging households planning to move residential location indicates that 53.5% meet the nomadic habit of life / travelling behaviour criteria set out in PPTS. These households meet the criteria by either travelling within the past five years and/or intend to travel in the next year or in any year in the next five years. Given the national lockdown restrictions, very few households have been able to travel in the past year and travelling in the past year has not been considered in the assessment of travelling behaviour. This is discussed further in the analysis in Chapter 7.

### Phase 3: Needs assessment and production of report

- 3.8 A detailed explanation of the pitch requirements is contained in Chapter 6 but briefly comprises analysis of the following:
- current pitch supply, households living in bricks and mortar accommodation; households planning to move in the next five years, and emerging households to give total need for pitches; and
  - supply based on the number of authorised pitches and turnover on sites on public pitches.
- 3.9 The overall need for pitches is then compared with the overall supply.

### Pitches and households

- 3.10 One of the key challenges faced when assessing Gypsy and Traveller pitch requirements is the actual nature of pitches and how this relates to the number of households they can support.
- 3.11 PPTS 2015 refers to the need for local planning authorities to ‘*identify and update annually, a supply of specific deliverable sites sufficient to provide 5 years’ worth of sites against their locally set targets*’ and ‘*relate the number of pitches/plots to the circumstances of the specific size and location of the site and the surrounding population’s size and density*’ (PPTS 2015, paragraph 10).
- 3.12 Planning decision notices usually refer to the number of pitches on a site or the specifics of what can be on a pitch e.g. statics, tourers; or specific individuals and/or households.
- 3.13 As part of the GTAA, it is essential that the characteristics of sites, the number of pitches and how many households these can support is carefully considered. There are a range of issues which need to be considered when reviewing site



and pitch characteristics and their potential implications for future pitch and site requirements which are now summarised.

### Site and pitch size

- 3.14 There are no definitive parameters for site or pitch sizes. Although now withdrawn, the DCLG Designing Gypsy and Traveller sites: good practice guide (2008) states in paragraph 4.4 that *‘Gypsy and Traveller sites are designed to provide land per household which is suitable for a mobile home, touring caravan and a utility building, together with space for parking. Sites of various sizes, layouts and pitch numbers operate successfully today and work best when they take into account the size of the site and the needs and demographics of the families resident on them’*.
- 3.15 Paragraph 4.47 states that *‘to ensure fire safety it is essential that every trailer, caravan or park home must be not less than 6 metres from any other trailer, caravan or park home that is occupied separately’*.
- 3.16 Paragraph 7.12 states that *‘as a general guide, it is possible to specify that an average family pitch must be capable of accommodating an amenity building, a large trailer and touring caravan (or two trailers, drying space for clothes, a lockable shed (for bicycles, wheelchair storage etc.), parking space for two vehicles and a small garden area’*.
- 3.17 Paragraph 4.13 states that *‘smaller pitches must be able to accommodate at least an amenity building, a large trailer, drying space for clothes and parking for at least one vehicle’*.
- 3.18 As a general guide, it is suggested by arc<sup>4</sup> that the minimum pitch size is 25m by 25m (625 square meters or 0.0625 hectares). This would support a twin-unit chalet/mobile home (15m x 6.5m), a tourer, an amenity shed/building (5m x 4m), two vehicle spaces (minimum 2.4m x 4.8m for each space) and turning circle for vehicles, amenity space and a small garden area/play space. Residential units need to be 3m from the pitch boundary and at least 6m apart. A slightly larger pitch of 25m by 30m (750 square meters or 0.075 hectares) would be appropriate for larger household units requiring several residential units.
- 3.19 In 2010, the Showmen’s Guild of Great Britain prepared a document ‘Travelling Showpeople’s sites: a planning focus – model standard package). This document was intended to provide guidelines to Travelling Showpeople and Local Planning Authorities when considering the needs of Travelling Showpeople.
- 3.20 This document confirmed that:
- A plot is a piece of land occupied by a showperson with their family and equipment, used to store fairground rides, vehicles and other items as well as for living accommodation. The family unit can be large or small, for instance an extended family with grandparents, parents and children, or a single-family unit of parents and children.

- A yard is two or more plots owned by the same family who may use this for their own family purposes or may let part out to other Showpeople.
- A site is a group of plots where the land is owned by individual plot holders. Quite often a Showperson's site will have a common shared access onto the main road network.
- Showpeople's sites do not fit neatly into the definition of a one land use category. The sites combine a residential use with a storage use, and maintenance is also likely to be carried out on site. The residential use can take the form of static homes and caravans.
- For a Travelling Showperson yard, the minimum size of a plot is 0.5ha and should include space for residential accommodation and equipment storage.

### Occupancy

- 3.21 A pitch may accommodate more than one family unit, for instance it could include a family, older children who have formed their own household and other family members. This could lead to potential overcrowding and this is considered as part of the GTAA household survey.
- 3.22 Private sites may restrict occupancy to close family / friends. This limits opportunity for others to move onto the site but this restrictive occupancy may provide for emerging needs within a household, for example as grown-up children (previously living within a parent(s) or grandparent(s) home) form independent households of their own.
- 3.23 Quality, size of pitch and proximity of caravans on pitches vary dramatically.

### Response

- 3.24 For each site, a pragmatic and reasonable judgement should be made as part of the GTAA regarding the number of pitches or sub-divisions on sites. This may relate to the number of families living on sites and could include a consideration of the potential intensification of sites (for instance through further sub-division, extension or use of vacant areas within the site). Capacity and layout of sites should be identified through site observation (directly or indirectly through Google maps or similar), planning history and local knowledge of planning, enforcement and liaison officers.
- 3.25 Pitches can become intensified or sub-divided once planning applications have been approved. These sub-divisions tend to be tolerated by councils. Often pitches become subdivided to provide space for newly-forming households, particularly from family members. The potential for pitch intensification/sub-division was considered on site visits and respondents were asked whether intensification/sub-division was possible on the site they lived on.

## 4. Review of the Gypsy, Traveller and Travelling Showpeople population and existing provision of pitches and plots

4.1 This chapter looks at the current picture in terms of the current population and demography of Gypsies and Travellers across Stafford Borough before going on to explore the extent and nature of provision across the borough.

### 2011 Census population and household estimates

4.2 The 2011 Census (Tables 4.1 and 4.2) identified a total of 102 people and 50 households in Stafford Borough with a Household Reference Person who identified as having a White Gypsy or Irish Traveller ethnicity. 48% of households who identified as Gypsy/Traveller lived in bricks and mortar accommodation and 52% lived in caravans.

**Table 4.1 People from households identifying as White Gypsy or Irish Traveller by accommodation type**

Local Authority	Total: Accommodation type	House or bungalow	A flat, maisonette or apartment	A caravan or other mobile or temporary structure
Stafford	102	39	4	59

Source: 2011 Census CT127

**Table 4.2 Households identifying as Gypsy Traveller by accommodation type**

Local Authority	Total: Accommodation type	House or bungalow	A flat, maisonette or apartment	A caravan or other mobile or temporary structure
Stafford	50	21	3	26

Source: 2011 Census CT0128

## Caravan Count information

- 4.3 Snapshot counts of the number of Gypsy and Traveller caravans were requested by the government in 1979 and have since been undertaken every January and July by local authorities. An annual count of Travelling Showperson caravans takes place every January. The counts provide a source of information on the number of caravans located on authorised and unauthorised sites but do not record the actual number of pitches on sites/yards.
- 4.4 The figures for the last 11 Traveller caravan counts for Stafford Borough are set out in Table 4.3. Data shows an average of 84 caravans across the borough during the period Jan 2016 to Jan 2022. Of these, 89.7% were on private sites, 7% on council sites and 3.1% on unauthorised sites.

Table 4.3 Bi-annual Traveller caravan count figures January 2016 to January 2020: Stafford Borough

Date	Authorised sites with planning permission		Unauthorised sites without planning permission	Total
	Social Rented	Total Private	Total Unauthorised	
Jan 2016	6	70	3	79
Jul 2016	6	77	3	86
Jan 2017	6	76	3	85
Jul 2017	5	66	3	74
Jan 2018	10	80	6	96
Jul 2018	4	85	3	92
Jan 2019	4	73	2	79
July 2019	4	63	2	69
Jan 2020	9	81	2	92
July 2021	4	75	2	83
Jan 2022	8	99	0	107
11-Count Average* (Jan 2016- Jan 2022)	6	76.8	2.6	85.6
11-Count % Average* (Jan 2016- Jan 2022)	7.0%	89.7%	3.1%	100.0%

Source: MHCLG Traveller Caravan Count, Live Table 1 (January 2022)

Counts not taken in July 2020 or Jan 2021 due to the COVID pandemic

- 4.5 Over the period 2015 to 2020 there were no reported Travelling Showperson caravans across Stafford Borough in the MHCLG (now DLUHC) caravan count statistics (Table 4.4).

**Table 4.4 Annual Travelling Showpeople caravan count figures January 2015 to January 2020**

Count	Authorised sites with planning permission		Unauthorised sites without planning permission	Total
	Social Rented	Total Private	Total Unauthorised	
2015	0	0	0	0
2016	0	0	0	0
2017	0	0	0	0
2018	0	0	0	0
2019	0	0	0	0
2020	0	0	0	0
Six-Count Average	0	0	0	0
Six-Count % Average	0	0	0	0

Source: MHCLG Travelling Showpeople Caravan Count, Live Table 3 (January 2020)

## Local site and yards

- 4.6 Broadly speaking, authorised sites are those with planning permission and can be on either public or privately-owned land. Unauthorised sites are made up of either longer-term (approximately three months or longer ) unauthorised encampments and can be considered to be indicative of a permanent need for accommodation (in some instances local authorities class these as tolerated sites and do not take enforcement action to remove them); and unauthorised developments, where Travellers are residing upon land that they own and that does not have planning permission (see Appendix B for more detailed definitions).
- 4.7 Table 4.5 sets out the range of sites across Stafford Borough. The table also shows the number of household survey responses achieved. The level of pitch provision in Stafford Borough requires some careful analysis which is now set out.
- 4.8 Culturally appropriate provision includes one council site (9 pitches), seven private authorised sites (94 pitches) and one unauthorised site (5 pitches). There are no Travelling Showperson's yards in the borough.
- 4.9 Please note that on some private sites the number of pitches does not match the number of households because some households occupy more than one pitch:

- On Priv 2 Ashley Mobile Home Park there is permission for 12 households living across 16 pitches (there are currently 11 households and 1 vacant household pitch).
  - On Priv 6 Front Widdens there are 7 households living across 14 pitches.
  - On Priv 7 Rear Widdens there are 18 households living across 20 pitches.
- 4.10 Careful analysis and discussions with site owners confirms a total of 20 vacant pitches as set out in Table 4.5 after taking into account the number of households living on more than one pitch. However, it should be acknowledged that the existing private sites are mainly for extended family groups and the ability to live on these sites is therefore restricted.
- 4.11 Table 4.6 sets out the position regarding pitches, vacancy and occupancy . This provides a transparent base position from which the modelling of future pitch need in section 6 need can proceed.

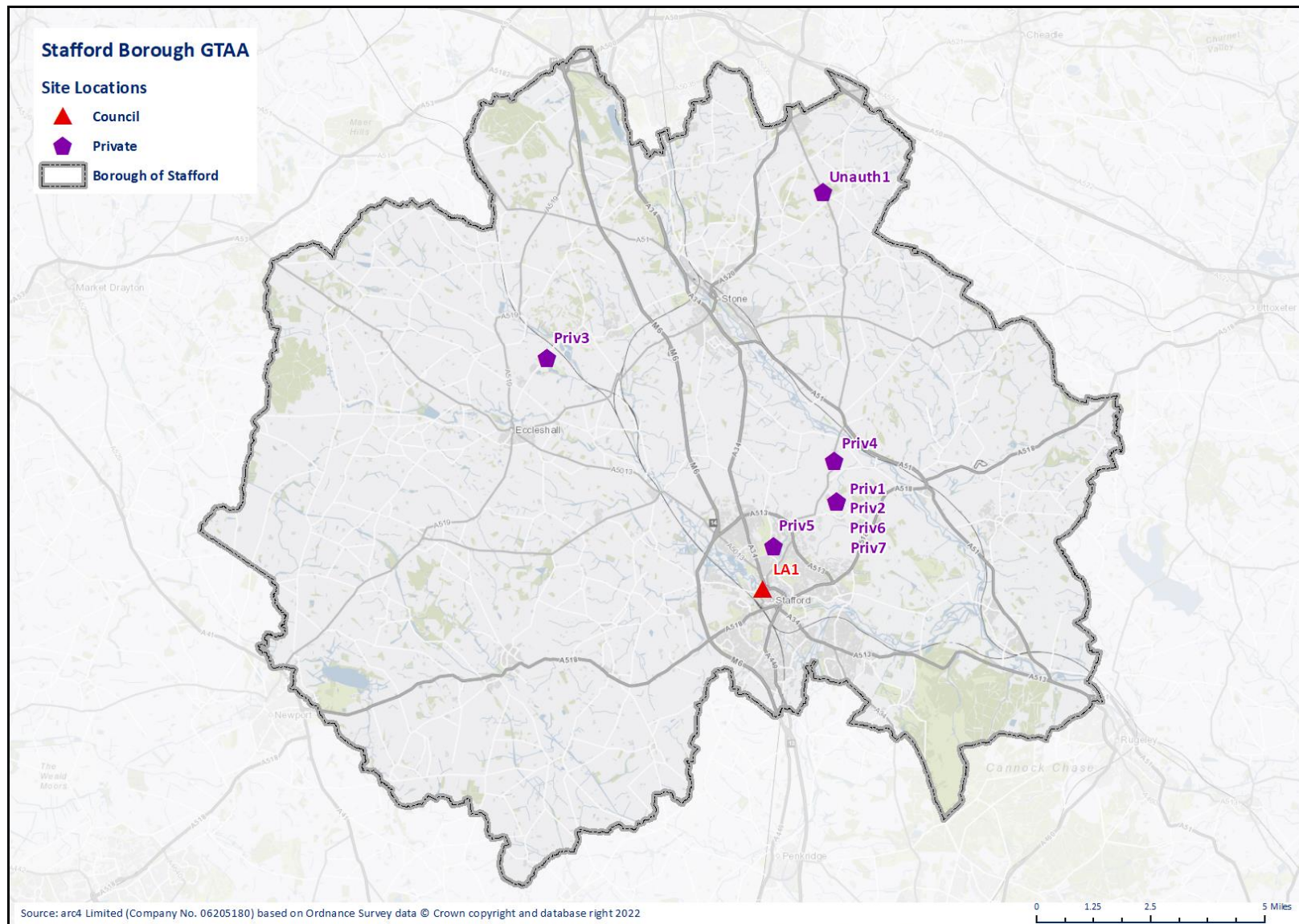
Site Code	Site address	Postcode	Ownership	Number of pitches	Total households (Feb 2022)	Total vacant (Feb 2022)	Response	Non response	Reason	
								Total	Refused	Not available
LA1	Glover Street, Stafford	ST16 2NY	Council	9	8	1	6	2	1	1
Priv1	Ashlea Caravan Site, Hopton	ST18 0AP	Private Authorised	6	4	0	4	0		
Priv2	Ashlea Mobile Home Park, Hopton	ST18 0AP	Private Authorised	16	11	1	6	5		5
Priv3	Former Telephone Exchange Cold Meece	ST21 6LG	Private Authorised	1	1	0	1	0		
Priv4	Land at Salt Lane, Sandon Bank	ST18 9TB	Private Authorised	1	0	1	N/A			
Priv5	Blakedown Meadows, St Albans Road, Stafford	ST16 3DP	Private Authorised	36	19	17	15	4		4
Priv6	The Front Widdens Caravan Site, Within Lane, Hopton	ST18 0AP	Private Authorised	14	7	0	5	2	2	
Priv7	The Rear Widdens Caravan Site, Within Lane, Hopton	ST18 0AP	Private Authorised	20	18	0	13	5	1	4
Unauth1	Spot Acre, North East Site of Hilderstone Road, Spot Acre, Stone	ST15 8RP	Private Unauthorised	5	5	0	4	1		1
	<b>TOTAL</b>			<b>108</b>	<b>73</b>	<b>20</b>	<b>54</b>	<b>19</b>	<b>4</b>	<b>15</b>

Source: Council data 2021, site survey and fieldwork 2021 GTAA

Table 4.6 Summary of pitch occupancy							
Site code	Site name	Total Pitches	Total vacant	Total occupied pitches	Total households	Variance	Explanation of pitch and household
LA1	Glover Street, Stafford	9	1	8	<b>8</b>	0	
Priv1	Ashlea Caravan Site, Hopton	6	0	6	<b>4</b>	2	Four households living across 6 pitches
Priv2	Ashlea Mobile Home Park, Hopton	16	1	15	<b>11</b>	4	Site is for 12 households across 16 pitches
Priv3	Former Telephone Exchange Cold Meece	1	0	1	<b>1</b>	0	
Priv4	Land at Salt Lane, Sandon Bank	1	1	0	<b>0</b>	0	
Priv5	Blakedown Meadows, St Albans Road, Stafford	36	17	19	<b>19</b>	0	
Priv6	The Front Widdens Caravan Site, Within Lane, Hopton	14	0	14	<b>7</b>	7	Seven households living across 14 pitches
Priv7	The Rear Widdens Caravan Site, Within Lane, Hopton	20	0	20	<b>18</b>	2	18 households living across 20 pitches
Unauth1	Spot Acre, North East Site of Hilderstone Road, Spot Acre, Stone	5	0	5	<b>5</b>	0	
<b>Total</b>		<b>108</b>	<b>20</b>	<b>88</b>	<b>73</b>	<b>15</b>	



Map 4.1 Location of sites and yards in Stafford Borough



## 5. Household survey findings

- 5.1 This chapter presents the findings of the household survey, which was carried out to provide primary data to inform this GTAA. The survey aimed to reach as many Gypsy and Traveller households living in the study area as possible. It was conducted using the questionnaire presented in Appendix A. The chapter also considers duty to co-operate matters

### Gypsy and Traveller households living in Stafford Borough

- 5.2 A review of the characteristics of Gypsy and Traveller households living in Stafford Borough has been based on data from a total of 54 households interviewed as part of the 2022 GTAA.
- 5.3 The number of responses achieved to particular questions is summarised for each question. It would not be appropriate to provide a detailed analysis of the survey information, for instance by type or location of site, as this has the potential to identify individual responses. Broad summaries of the household data are presented in a manner which maintains respondent confidentiality. Where analysis refers to ‘small numbers’ this means 4 or fewer households responding.
- 5.4 **Ethnicity** (base=54): Of household representatives interviewed 100% described themselves as Gypsy (including Romany, Romany Gypsy and English Gypsy).
- 5.5 Data from the household survey provided an insight into household size, type and the age of residents living on pitches.
- 5.6 **Household size** (base=54): 31.5% of households were single person; 27.8% two person; 14.8% three person; 16.7% four person, 3.7% five person and 5.6% six or more person households.
- 5.7 **Household type** (base=22): 31.5% were single, 31.5% were single parents, 14.8% couples with child(ren) including non-dependent children, 14.8% couples and 5.6% were extended family (for instance couples with siblings).
- 5.8 **Age profile:** The household survey identified a total of 136 Gypsies and Travellers living on sites in Stafford Borough. Household survey data reports the following age profile (base=135) of the Travelling population living on pitches: 31.9% were aged 13 or under, 8.9% aged 14-17, 22.2% aged 18-34, 14.8% aged 35-49, 12.6% aged 50-64 and 9.6% aged 65 and over.
- 5.9 **Length of residence** (base=54): 42.6% had lived at their current place of residence for less than 5 years, 3.7% between 5 and less than 10 years, 35.2% between 10 and less than 20 years and 18.5% for 20 years or more.
- 5.10 **Overcrowding:** When asked if their home was overcrowded (base=52), 96.3% said no it was not overcrowded and 3.7% said it was overcrowded. When asked whether their pitch was overcrowded (base=52), 1.9% said yes and 98.1% said no.
- 5.11 **Regarding the need for more residential pitches** (base=52), respondents were asked if they felt there was a need for more pitches. This was to gauge local views on need and does not influence the needs assessment modelling carried out. 67.3% said

there was a need for more and 32.7% said no more were needed. Of those stating a number (base=22), 72.7% said less than 5 pitches, 18.2% between 5 and less than 10 pitches and 9.1% 10 or more pitches.

## Help and support needs

- 5.12 Respondents were asked if they had any broader help and support needs. A small number of respondents stated age-related problems but no-one required specific assistance. Several respondents noted that schools were good. Some concerns were raised over the size of the pitches at Glover Street and dampness/coldness of the portacabins on the site.

## 6. Duty to Co-operate matters

- 6.1 As stated in the Planning Policy for Traveller Sites, Local Authorities have a duty to cooperate on strategic planning issues that cross administrative boundaries (S.110 Localism Act 2011). The Council has provided information relating to cross boundary matters obtained through interviews with eight neighbouring local authorities carried out in 2021:
- Cannock Chase District Council
  - East Staffordshire Borough Council
  - Lichfield District Council
  - Newcastle-under-Lyme Borough Council
  - Shropshire Council
  - South Staffordshire Council
  - Staffordshire Moorlands Council
  - Stoke-on-Trent City Council
- 6.2 Findings from the interviews were provided to the council and now reported.
- 6.3 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 views expressed in this section of the report represent a balanced summary of the views expressed by stakeholders, and on the views of the individuals concerned, rather than the official policy of their Council or organisation.
- 6.4 Stafford Borough Council have received requests from neighbouring authorities asking to help meet the identified need within those authorities; suggesting that some neighbouring authorities cannot fully meet their need.
- 6.5 Stafford have previously engaged in cross-border work with neighbouring authorities to produce joint GTAA's. Stafford Borough Council remain open to working with neighbouring authorities in the future.
- 6.6 It was felt that Stafford Borough Council and the neighbouring authorities are all complying with the Duty to Cooperate.

### Neighbouring Authorities

#### Cannock Chase District Council

- 6.7 With regard to overall accommodation need in Cannock Chase, the views of the interviewed officer were as follows:

- The officer interviewed believed that Cannock Chase 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 are said to be infrequent, usually a number of six 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 isn't a need for a transit site in Cannock Chase.

6.8 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.

## East Staffordshire Borough Council

6.9 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.

6.10 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, the need for pitches and the monitoring of how this need is being met over the wider Derbyshire area.

### Lichfield District Council

6.11 With regard to overall accommodation need in Lichfield, the views of the officer interviewed were as follows:

- 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 sets 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.
- Lichfield District Council has jointly commissioned with Tamworth Borough Council and North Warwickshire Borough Council to undertake a new GTAA as part of the evidence base supporting their Local Plans. This GTAA will replace the previous document. The draft GTAA suggests a need in Lichfield of 5 pitches.

6.12 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 neighbouring authorities were identified.
- Lichfield and its neighbouring boroughs were all thought to be complying with the Duty to Cooperate.

### Newcastle-under-Lyme Borough Council

6.13 With regard to overall accommodation need in Newcastle-under-Lyme, the views of the officer interviewed were as follows:

- Newcastle-under-Lyme do not have any transit provision within the Borough. The needs of the individuals are met through a welfare assessment which is carried out when encampments are identified.
- Unauthorised encampments that do stop in the Borough are thought to do so for a variety of reasons, such as for family occasions and work opportunities.

- 6.14 With regard to the subject of cross border issues and the Duty to Cooperate, the views of the officer interviewed were as follows:
- It is considered that all neighbouring authorities are generally meeting their identified need.
  - Newcastle-under-Lyme partake in cross-border joint-working with neighbouring authorities.
  - Newcastle-under-Lyme and the neighbouring authorities were all suggested to be complying with the Duty to Cooperate.

## Shropshire Council

- 6.15 With regard to overall accommodation need in Shropshire, the views of the officer interviewed were as follows:
- Since the last GTAA, Shropshire Council have reviewed the Council land portfolio and undertaken Gypsy and Traveller community consultation to find new sites. A permanent yard for Travelling Showpeople has been identified and currently being progressed.
  - There is a mixture of private and public sites in Shropshire. The Council has provided new pitches and redeveloped a number of existing sites in recent years in order to improve the overall accommodation on offer.
  - There is currently 1 tolerated and 1 temporary Travelling Showpeople yard. A private unauthorised yard identified in the last GTAA no longer exists.
  - Unauthorised short-term encampments in Shropshire have increased despite the provision of transit sites in adjoining areas. Currently there is no transit provision available for encampments, although there is positive engagement between them and the Gypsy Liaison Team, with enforcement action being a last resort. Provision of a public transit site remains a priority to provide an appropriately located facility with amenities.
- 6.16 With regard to the subject of cross border issues and the Duty to Cooperate, the views of the officer interviewed were as follows:
- It is considered that adjoining areas are generally meeting their identified need.
  - Shropshire Council liaise with Gypsy and Traveller colleagues on a regular basis as part of the National Association of Gypsy and Traveller Officers. They also have regular communications with neighbouring authorities and seek to respond and engage in Duty to Cooperate requests. Therefore, Shropshire and neighbouring authorities were all suggested to be complying with the Duty to Cooperate.

## South Staffordshire Council

- 6.17 With regard to overall accommodation need in South Staffordshire, the views of the officer interviewed were as follows:
- Within South Staffordshire there are currently 90 permanent, 11 temporary, 2 tolerated, 44 unauthorised and 8 transit Gypsy and Traveller pitches. The area is considered to be popular because of its location near the highway infrastructure (A5 and A449). Most of the existing pitches are located in the north of district including the area near the Cannock border and main highway infrastructure.
  - South Staffordshire adopted its Site Allocations Document (SAD) in September 2018 allocating 20 additional pitches in the district in order to meet the pitch requirements set out in the adopted Core Strategy 2012. Most of the need derives from the family growth of the existing population, and there are few applications from new families.
  - The officer explained that it is difficult to meet the need given the authority is made of 80% Green Belt and 16% open countryside. There are currently many sites located within the Green Belt which have been allowed at appeal.
  - The Local Authority is currently preparing a new Local Plan and have commissioned a new GTAA that will inform their pitch/plot requirements over the upcoming plan period up to 2037. Given the restrictions of developing sites within the Green Belt, the Council will review whether to seek assistance from neighbouring authorities within the Housing Market Area to meet any identified 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.
- 6.18 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.
  - The authorities are said to work well together via duty to cooperate discussions and no strategic issues relating to Gypsies and Travellers have been identified which requires any action at present, although this reflects the fact that both authorities are at the start of plan preparation so this may be subject to change. 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.



## Staffordshire Moorlands District Council

6.19 With regard to overall accommodation need in Staffordshire Moorlands, the views of the officer interviewed were as follows:

- Since the last GTAA, Staffordshire Moorlands Council have sought to meet the requirement recommendations that were set out through its emerging Local Plan work. The traveller sites policy in the adopted 2014 Core Strategy was updated to take account of these recommendations.
- There are 2 authorised Gypsy and Traveller sites comprising of a single pitch at Boundary Road, and 3 pitches at Uttoxeter Road, Checkley. The Council acknowledges there is currently a slight residual shortfall in Gypsy and Traveller pitch provision for the period 2014-19.
- Currently there are no temporary Gypsy and Traveller site permissions.
- Staffordshire Moorlands do not experience a large volume of unauthorised encampments. Staffordshire Moorlands is not considered to be a destination and it is regarded more as a mid-way stopping point on longer journeys for those travelling along the A50 corridor. Therefore, encampments tend to occur during the summer months during the traditional travelling season.

6.20 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 issues concerning Stafford Borough Council meeting their need were identified. However, it was made aware that Stafford are unable to accommodate pitch requirements from neighbouring authorities, owing to lack of available land.
- Staffordshire Moorlands Council has a long history of meeting with adjacent authorities to discuss the possibility of cross-border development requirement provision. Therefore, Staffordshire Moorlands and all neighbouring authorities were believed to be complying with the duty to Cooperate.

## Stoke-on-Trent City Council

6.21 With regard to overall accommodation need in Stoke-on-Trent, the views of the officer interviewed were as follows:

- Since the last GTAA, a planning application was approved and implemented in 2018/19 for the creation of 12 new permanent pitches and 5 new transit pitches at the councils existing Linehouses site at Goldenhill, Stoke-on-Trent.
- There are 55 caravan pitches and 5 transit pitches in Stoke-on-Trent. However, there remains an immediate shortfall of 10 permanent pitches and 16 pitches for future need.
- The needs of Travellers within transient encampments that stop in Stoke are met through the 5 new transit pitches at the Linehouses site, Goldenhill.

6.22 With regard to the subject of cross border issues and the Duty to Cooperate, the views of the officer interviewed were as follows:

- Stoke-on-Trent are aware that neighbouring authorities are considering their needs through the appropriate Local Plan process. Stoke-on-Trent and Newcastle-under-Lyme are producing a Joint Local Plan including policies on Gypsy and Traveller provision.
- Cross border issues are discussed between neighbouring authorities at Duty to Co-Operate meetings and the Staffordshire Development Officers Group. It was felt that Stoke and all neighbouring authorities are complying with the Duty to Cooperate.

## 7. Gypsy and Traveller pitch, Travelling Showperson plot and transit site requirements

### Introduction

- 7.1 This section reviews the overall pitch and plot requirements of Gypsies and Travellers and Travelling Showpeople across Stafford Borough. It takes into account current supply and need, as well as future need, based on modelling of data. This chapter also considers transit pitch requirements for Gypsies and Travellers. Finally, the chapter presents planning policy recommendations.
- 7.2 The calculation of pitch requirements is based on modelling as advocated in *Gypsy and Traveller Accommodation Assessment Guidance* (DCLG, 2007). Although now formally withdrawn, the former DCLG Guidance still provides the best-practice approach towards the assessment of pitch and plot needs (see Chapter 2 for further discussion).
- 7.3 This approach requires an assessment of the current needs of Gypsies and Travellers and a projection of future needs. It advocates the use of a survey to supplement secondary source information and derive key supply and demand information.
- 7.4 The GTAA has modelled current and future need and current and future supply separately for Gypsies and Travellers and Travelling Showpeople. For both groups, the modelling shows an overall ‘cultural’ need and within this, the PPTS need which refers to those households who met the PPTS planning definition.

### Gypsy and Traveller pitch requirement model overview

- 7.5 Pitch need is assessed for two time periods. A short-term 5-year model looks at need over the next five years (2021/22 to 2025/26). A longer-term model looks at need over the remainder of the plan period (to 2039/40) arising from children likely to need a pitch.
- 7.6 In terms of **cultural need**, the 5-year model considers:
- the baseline number of households on all types of site (authorised, unauthorised and temporary authorised sites) as at September 2021;
  - existing households planning to move in the next five years (currently on sites and also from bricks and mortar) and where they are planning to move to; and
  - emerging households currently on sites and planning to emerge in the next five years and stay within the study area on a pitch; to derive a figure for total pitch need.
- 7.7 In terms of **supply**, the model considers:
- total supply of current pitches on authorised sites; and

- vacant pitches on authorised sites.
- 7.8 The model then reconciles total need and existing authorised supply over the next five years by summarising:
- total need for pitches; and
  - total supply of authorised pitches.
- 7.9 The longer-term model then considers the cultural need over the period to 2039/40. This is based on the age profile of children under 13 living in Gypsy and Traveller households on pitches (the longer-term model).
- 7.10 For each model, the likely pitch need from households meeting the PPTS definition is also calculated.

## Stafford Borough Gypsy and Traveller pitch need analysis: Description of factors in the 5-year need model

- 7.11 Table 7.1 provides a summary of the 5-year pitch need calculation. Each component in the model is now discussed to ensure that the process is transparent and any assumptions clearly stated.

### Need

#### **Current households living on pitches (1a to 1d)**

- 7.12 These figures are derived from council data and site observation data. In summary there are 73 households living on 68 authorised pitches and 5 unauthorised pitches
- 7.13 No households were identified as being concealed/doubled up on pitches.

#### **Current households in bricks and mortar accommodation (2)**

- 7.14 The 2011 Census suggested there were 24 households living in bricks and mortar accommodation.

#### **Weighting of data**

- 7.15 Survey data have been weighted to take account of non-response households. The weighting is  $73$  (total households) divided by  $54$  (total responses) =  $1.35$

#### **Existing households planning to move in the next five years (3)**

- 7.16 This was derived from information from the 2022 household survey for respondents currently on pitches.
- 7.17 Of existing households currently on sites, the household survey indicates that  $1.4$  (weighted) plan to move and in the next 5 years.

- 7.18 For households currently in bricks and mortar, based on national arc<sup>4</sup> studies it is estimated that 5.3% of households living in bricks and mortar would prefer to live on a site which would equate to 1.3 households. However, the household survey identified 3 households who had moved from bricks and mortar housing onto a pitch, so weighted this would be 4 households.
- 7.19 Regarding in-migration, analysis of household survey data indicates that 8.1 households (weighted) have moved into the borough and onto a pitch in the past 5 years and shown at row 3g. The needs model assumes the same level of in-migration over the next 5 years.
- 7.20 The need from the 5 households living at the unauthorised site at Spot Acre are included at row 3h (and any longer term needs are factored into the emerging household need as part of modelling).
- 7.21 The factors presented in section 3 of the model result in an overall net requirement of +15.8 pitches (weighted) from existing households planning to move in the next 5 years which includes an allowance for in-migration and households living on unauthorised sites.

#### **Emerging households (4)**

- 7.22 This is the number of households expected to emerge in the next 5 years based on 2022 household survey information. The total number is +24.3 (weighted). If young people aged 18 and over were living with family and have not specified that they want to form a new household, this is assumed to be through choice and the model does not assume they want to form a new household. However, the model does include an allowance for those aged under 18 who have the potential to form new households. The calculation is therefore 13 new households from those stating they want to form a household plus 7 new households likely to form = 20 which is then weighted by 1.35 to a total of 25.7 households.

#### **Total need for pitches (5)**

- 7.23 This is a total of current households on authorised pitches, households on pitches planning to move in the next five years and demand from emerging households currently living on pitches. This indicates a total need for 114 pitches (73 existing households on pitches plus a net need for 15.8 (weighted) pitches from existing households planning to move including in-migration and a need for 25.7 (weighted) pitches from emerging households).

### **Supply**

#### **Current supply of authorised pitches (6)**

- 7.24 This is a summary of the total number of occupied authorised pitches and the number of vacant authorised pitches. This analysis has been carefully carried out and vacant pitches at February 2022 confirmed with council and private site owners. There is a total supply of 68 occupied authorised pitches (8 council and

60 private) plus a supply of 20 vacant pitches. The number of vacant pitches is mainly driven by vacants on Blakedown Meadows, St. Albans Road.

<b>Table 7.1 Summary of demand and supply factors: Gypsies and Travellers – 2021/22 to 2025/26</b>			
<b>CULTURAL NEED</b>		<b>Stafford Borough Total</b>	
<b>1</b>	<b>Households living on pitches</b>	1a. On council site	<b>8</b>
		1b. On private site - Authorised	<b>60</b>
		1c. On unauthorised site	<b>5</b>
		<b>1d. Total (1a to 1c)</b>	<b>73</b>
<b>2</b>	<b>Estimate of households living in bricks and mortar accommodation</b>	<b>2011 Census</b>	<b>24</b>
		<b>Weighting for non-response</b>	<b>1.35</b>
<b>3</b>	<b>Existing households planning to move in next 5 years or on unauthorised site</b>	<b>Currently on sites</b>	
		3a. To another pitch/same site (no net impact)	<b>0.0</b>
		3b. To another site in borough (no net impact)	<b>0.0</b>
		3c. From site to bricks and mortar (-)	<b>0.0</b>
		3d. To site/bricks and mortar outside borough	<b>1.4</b>
		<b>Currently in Bricks and Mortar</b>	
		3e. Planning to move to a site in LA (+)	4.0
		3f. Planning to move to another B&M property (no net impact)	0.0
		<b>In-migrant households</b>	
		3g. Allowance for in-migration (+)	8.1
		<b>Unauthorised site occupancy</b>	
		3h. Households on unauthorised site	<b>5.0</b>
<b>3i. TOTAL Net impact (-3c-3d+3e+3g+3h)</b>	<b>15.8</b>		
<b>4</b>	<b>Emerging households (5 years)</b>	4a. Currently on site and planning to live on current site	24.3
		4b. Current on site and planning to live on another site in the borough	1.34
		4c. Currently on site and planning to live outside the borough	0
		4d. Currently in B&M planning to move to a site in LA (+)	0
		4e. Currently in B&M and moving to B&M (no net impact)	0
		4f. Currently on Site and moving to B&M (no net impact)	0
		<b>4g. TOTAL (4a+4b+4d)</b>	<b>25.7</b>
		<b>5</b>	<b>Total Need</b>
<b>SUPPLY</b>			
<b>6</b>	<b>Current supply of authorised pitches</b>	6a Current supply of occupied permanently authorised pitches	68
		6b. Current authorised pitches which are vacant	20
		6c. Total current authorised supply (6a+6b)	88
<b>RECONCILING NEED AND SUPPLY</b>			
<b>7</b>	<b>Total need for pitches</b>	<b>5 years (from 5)</b>	<b>114</b>
<b>8</b>	<b>Total supply of authorised pitches</b>	<b>5 years (from 6c)</b>	<b>88</b>
<b>5 YEAR AUTHORISED PITCH SHORTFALL 2021/22 TO 2025/26</b>			<b>26</b>

## Reconciling supply and demand

- 7.25 There is a total need over the next five years (2021/22 to 2025/26) for 114 pitches in Stafford Borough (Table 7.1) compared with a supply of 91 authorised pitches. The result is an overall cultural need shortfall of 23 pitches.

## Longer-term pitch requirement modelling

- 7.26 Longer-term pitch need modelling has been carried out using known household structure information from the household survey of households living on pitches. On the basis of the age of children in households, it is possible to determine the extent of 'likely emergence', which assumes that a child is likely to form a new household at the age of 18.
- 7.27 The year when a child reaches 18 has been calculated and it is possible to assess how many newly forming households may emerge over the period 2026/27 to 2039/40. A reasonable assumption is that half of these children will form new households, bearing in mind culturally women tend to move away on marriage and men tend to stay in close proximity to their families on marriage. The model therefore assumes that 50% of children will form households when they reach 18 and that these households remain in Stafford Borough. This approach has been tested at inquiry and the assumption has been corroborated by several Travelling interviewees. Analysis would suggest a total cultural need for 31 additional pitches over the period 2026/27-2039/40 (Table 7.2).

**Table 7.2 Future pitch requirements in Stafford Borough based on the assumption that 50% of children will require a pitch in Stafford Borough**

Time period	No. children	No. pitches (rounded)
2026/27 to 2030/31 (5 years)	23	11
2031/32 to 2035/36 (5 years)	20	10
2036/37 to 2039/40 (4 years)	19	10
<b>Total (2026/27 to 2039/40) (14 years)</b>	<b>62</b>	<b>31</b>

## Planning Policy for Traveller Site definition

- 7.28 Analysis of household survey data has been carried out to assess the extent to which households meet the nomadic habit of life test of the PPTS. Analysis establishes that:
- For all households (base=54), 19 are exempt from the PPTS nomadic habit of life test because they are unable to travel for either health reasons or because children are in education. A further 19 do not have a

nomadic habit of life and 16 do have a nomadic habit of live. Excluding exemptions, 45.7% of households meet the PPTS nomadic habit of life definition.

- A total of 1 existing household (unweighted) is planning to move and that household meets the PPTS nomadic habit of life definition.
- A total of 14 new households (unweighted) are expected to form in the next 5 years. Of these, 7 do not meet the PPTS definition and 7 meet the definition or 50%.

7.29 Therefore 8 out of 15 respondents (unweighted) who are planning to move (either as an existing or emerging household) meet the PPTS travelling definition or 53.5%.

## Overall plan period pitch need

7.30 Table 7.3 summarises the overall need for pitches across Stafford Borough over the plan period 2021/22 to 2039/40. It presents the overall cultural need based on households identifying as Gypsy and Traveller and a PPTS need which is a subset of the cultural need and represents households who meet the PPTS nomadic habit of life definition. Need has been assessed over a short-term 2021/22 to 2025/26 and longer-term 2026/27 to 2039/40 period. The overall need is 57 pitches of which 31 is PPTS need. The main driver of need in the first five years is net in-migration and need arising from the unauthorised site at Spot Acre.

<b>Table 7.3 Plan period Gypsy and Traveller pitch need 2021/22 to 2039/40</b>		
	<b>Cultural need</b>	<b>Of which: PPTS need</b>
<b>5yr Authorised Pitch Shortfall (2021/22 to 2025/26) (A)</b>	<b>26</b>	<b>14</b>
<b>Longer-term need</b>		
<i>Over period 2026/7 to 2030/31 (B)</i>	11	6
<i>Over period 2031/32 to 2035/36(C)</i>	10	5
<i>Over period 2036/37 to 2039/40(D)</i>	10	6
<i>Longer-term need TOTAL to 2037/38 (14 years) E=(B+C+D)</i>	<b>31</b>	<b>17</b>
<b>NET SHORTFALL 2021/22 to 2039/40 (A+E) (19 years)</b>	<b>57</b>	<b>31</b>
<b>Annual net shortfall</b>	<b>3.0</b>	<b>1.6</b>



## Potential capacity for Gypsy and Traveller pitches on existing sites

### Turnover on sites

- 7.31 Turnover relates to the number of pitches that are expected to become available for occupancy. Analysis only includes expected turnover on public sites as this is referenced in (former) CLG guidance and more accurate data on changes in pitch occupancy is likely to be available. Although there is likely to be turnover on private sites, the ability of households to move onto private sites may be more restrictive (for instance the site may be restricted to a particular family) and less likely to be recorded. 2 out of 6 households interviewed on the Glover Street council site have moved onto their pitch in the past 5 years, representing a 5 year turnover rate of 33.3%. Applied to all occupied pitches (8) would give a turnover of 0.53 pitches each year or 3 over 5 years. Within the GTAA process, it is important to recognise that some pitches will become available through vacancy. A similar approach is taken when calculating affordable housing need, which includes a consideration of the supply of relets. However, in GTAAs, the general convention is to only consider turnover on public pitches.

### Potential for additional pitches on existing sites

- 7.32 Discussions with the council and private site owners indicated there was no potential to expand or intensify existing sites.

### Potential new sites

- 7.33 Discussions with private site owners identified a series of potential additional sites and pitches across Stafford Borough. For confidentiality and commercial sensitivity reasons the specific details are withheld in this report but the council has been made aware of these sites.
- 7.34 The pitch capacity of the potential sites is a minimum of 25 pitches.

## Impact of turnover and new pitch provision on pitch need

- 7.35 As shown in Table 7.4, anticipated turnover reduces the overall cultural need to 48 pitches of which 22 are PPTS need.

<b>Table 7.4 Addressing Gypsy and Traveller pitch need</b>			
	<b>Stafford Borough</b>	<b>Cultural need</b>	<b>Of which PPTS NEED</b>
<b>A</b>	<b>5yr Authorised Pitch Shortfall (2021/22 to 2025/26)</b>	26	14
B	Anticipated minimum turnover on Council site	3	3
<b>C=A-B</b>	<b>Residual need 2020/21 to 2025/26 after turnover</b>	<b>23</b>	<b>11</b>
<b>D</b>	<b>Longer-term need 2026/27 to 2039/40</b>	31	17
E	Anticipated minimum turnover on Council site	6	6
<b>F=D-E</b>	<b>Residual need 2025/26 to 2039/40 after turnover</b>	<b>25</b>	<b>11</b>
	<b>Summary</b>	<b>Cultural need</b>	<b>Of which PPTS NEED</b>
<b>G=A+D</b>	Plan period Authorised Pitch Shortfall (2021/22 to 2039/40)	<b>57</b>	<b>31</b>
<b>H=B+E</b>	Anticipated minimum turnover on Council site	<b>9</b>	<b>9</b>
<b>I=G-H</b>	<b>Residual need 2021/22 to 2039/40 after turnover considered</b>	<b>48</b>	<b>22</b>
<b>J</b>	<b>Potential new site development</b>	<b>25</b>	<b>25</b>
<b>K=I-J</b>	<b>Impact of site development on need</b>	<b>23</b>	<b>-3 (need met)</b>

- 7.36 Government policy through the NPPF encourages authorities to meet the needs of all Gypsies and Travellers including those who no longer travel and through the PPTS for those who have a nomadic habit of life. Overall, the council needs to plan for 48 pitches over the period 2021/22 to 2039/40. There is a need for 23 additional pitches in the first five years of the Local Plan and 25 in the period 2025/26 to 2039/40.
- 7.37 Of the 48 pitch need, 26 pitches are for households who no longer travel and 22 pitches for households who have a nomadic habit of life.
- 7.38 Based on a minimum of 25 pitches being developed, the overall pitch shortfall would reduce to 23 and the PPTS need met in full. These sites have the potential to be brought forward in the first five years 2021/22 to 2025/26.
- 7.39 It is implicit in this study that the needs arising from the private family sites will be met either through the use of vacant pitches on those sites or through new site provision. There may also be turnover on private sites to help address need but the convention which has been adopted GTAA's is to only consider turnover on private sites.

## Tenure preferences

- 7.40 Respondents planning to move and form new households were asked to consider their preferred tenure of pitches (social rented or private). All stated a preference for private sites

## Transit requirements

- 7.41 There are a number of ways to deliver temporary places where Travellers can stop whilst passing through a local authority area. These include transit sites, stop over areas and negotiated stopping.
- 7.42 An indicator of transit need is unauthorised encampment activity. Over the past six years 2016 to 2021, there were 6 reported incidences of unauthorised encampment activity (Table 7.5). Over this period:
- The number of caravans on unauthorised encampments has ranged between 1 and 25.
  - The median number of caravans on an encampment has been 12

Table 7.5 Unauthorised encampment activity in Stafford Borough		
Number of encampments recorded January 2016 to December 2021	6 encampments (2016=3; 2017=2; 2018=1; 2019=0, 2020 =0, 2021= 0	
Number of caravans	Average	12
	Median	12
	Range	1 to 25

- 7.43 There have been no reported unauthorised encampment activity over the three years 2019, 2020 and 2021. This is in part due to the national COVID-19 lockdown but would suggest limited transit need. However, it should be noted that encampments may have taken place but not reported to the council. Households interviewed were asked their views on transit provision (base=54) and the limited need for transit provision was reflected in their responses:
- 25.9% said there was a need for transit provision and 74.1% said there was no need.
  - Of those who say there was a need (base = 14), 10 said 6 or fewer pitches were needed and 4 did not know. 4 said there was a specific need in Stafford and 6 stated a general ‘all over the UK or Midlands’. 64% suggested transit provision should be managed by communities and 36% managed by the council.

- 14 respondents mentioned problems that can be caused by transit sites but a small number made additional comments around the importance of having places where people can stop over for short periods of time.
- 7.44 When considering transit need, the council needs to be mindful of proposed new legislation through the Police, Crime, Courts and Sentencing Act (Part 4). This will make using land for stopping without permission a criminal offence rather than a civil offence. The Bill gives police increased powers to act and introduces significant penalties (fines up to £2,500, impounding vehicles and prison sentences).
- 7.45 Although the unauthorised encampment activity has lessened in recent years and only a minority of respondents indicating a need for transit provision, anticipated new legislation means the council needs to consider appropriate responses. Given the potential scale of encampments based on historical data, the maximum number of caravans was 25. It is recommended that the council introduced negotiated stopping arrangements to support any future transit need.
- 7.46 Negotiated stopping involves councils making an agreement with Gypsies and Travellers on unauthorised encampments. The terms of the agreement can vary but usually include the provision of portaloos, waste disposal, water; the length of the agreement can vary but tends to be around 28 days; and users agree to comply with rules for behaviour and use of the site. Developing a negotiated stopping policy is a recommended policy response for the council.

### Showperson plot requirements

- 7.47 No Travelling Showpersons needs have been identified.

## 8. Conclusion and response

- 8.1 This concluding chapter provides a brief summary of key findings and recommendations.

### Current accommodation

- 8.2 There are well-established Gypsy and Traveller communities living in Stafford Borough. Culturally appropriate provision includes one council site (9 pitches), seven private authorised sites (94 pitches) and one unauthorised authorised site (5 pitches). There are no Travelling Showperson's yards in the borough.

### Future residential need

- 8.3 Government policy through the NPPF encourages authorities to meet the needs of all Gypsies and Travellers including those who no longer travel and through the PPTS for those who have a nomadic habit of life.
- 8.4 The overall needs evidenced in this report indicate a total shortfall of 48 pitches (of which 22 is PPTS need and 26 is non-PPTS need) over the period 2021/22 to 2039/40). This takes into account turnover on the council site and existing vacancies on sites which have been verified with site owners. However, these vacancies are expected to be filled by family members rather than for general use. This means that it is unlikely there would be capacity on these sites for occupants of unauthorised pitches.
- 8.5 Discussions with site owners have identified several potential new sites with a minimum capacity of 25 pitches. Delivery of these sites within 5 years would address in full the 5-year evidenced pitch need and make inroads into longer-term need.
- 8.6 It is recommended that the council engage with private site owners to consider new site applications to bring forward additional pitches. Once the overall scale of potential delivery is identified, the council will need to consider if there remains a shortfall of sites. It is anticipated that the potential new sites will address all PPTS need over the period to 2039/40, leaving the council to consider how it best meets the needs of households who do not meet the PPTS nomadic habit of life, although it is recommended that this is met through additional pitch development.
- 8.7 It is recommended that the Local Plan sets out policies to inform future planning applications for private sites. The following suggestions, based on a range of policies from other local authorities could be taken into account when drafting the council's policies on new residential pitch provision:
- The site is in a sustainable location in terms of accessibility to services and facilities, including health and schools.
  - The site is suitable in terms of vehicular access to the highway, parking, turning, road safety and servicing arrangements and has access to

essential services such as water supply, sewerage, drainage and waste disposal

- Appropriate screening and landscaping is included within the proposal to protect local amenity and the environment.
- The site is not affected by environmental hazards that may affect the residents' health or welfare or be located in an area of high risk of flooding, including functional floodplains
- They promote peaceful and integrated co-existence between the site and the local community.
- They enable mixed business and residential accommodation (providing for the live-work lifestyle of Travellers).
- They avoid undue pressure on local infrastructure and services.
- The proposal is well related to the size and location of the site and respects the scale of the nearest settled community.
- Proposals make adequate provision for on-site facilities that meet best practice for modern Traveller site requirements, including play areas, storage, provision for recycling and waste management.

### Transit site/stop over need

- 8.8 The council should consider the options for transit provision, particularly with the likely passing of the Crime and Sentencing Bill. Although the level of unauthorised encampment is low, it is recommend the council develop an negotiated stopping policy to support Travellers passing through the borough.

### Future updating

- 8.9 The GTAA should be updated on a 5-yearly basis to ensure that the level of pitch and plot provision remains appropriate for the Gypsy, Traveller and Travelling Showpeople population across Stafford Borough.

# Appendix A: Gypsy and Traveller Fieldwork Questionnaire

	Date and Time			
	Site Reference			
	Address			
	General Data Protection Regulation (2018) and Data Protection	GDPR came into effect from 25th May 2018. This provides rights of people to control personal data held about them by organisations		
		This study is being done for Stafford Borough Council to identify if there is a need for more residential pitches and transit provision in the area. A report will be prepared based on the findings of these surveys. The information you provide will not be used for any other purpose.		
		The information you provide will not be used to identify you personally, will be kept strictly confidential		
		Can you please say if you are happy to carry on with the questionnaire on this basis?	Yes	No
1	Pitch/Property Type (and tenure if B&M)			
2	No. Statics/mobiles/chalets or bricks and mortar			
3	No. tourers/caravans			
4	Description of pitch occupancy			
5	No. households			
6	No. concealed households			
7	No. doubled up households			
8	Does anyone else use this pitch as their home? If so, who			
9	<b>Household characteristics</b>			
		<b>Gender</b>	<b>Age</b>	<b>Relationship to respondent</b>
	Respondent			
	Person 2			
	Person 3			
	Person 4			
	Person 5			
	Person 6			
	Person 7			
	Person 8			
10	Ethnicity			
11	How many bedspaces are there on your pitch?			
12	Overcrowding of home	Y / N		
13	Overcrowding of pitch	Y / N		

14	Thinking back to when you were 15, were you living on a site, on the roadside or living in bricks and mortar housing?	S, R, B&M
15	Where were you living? Record district/settlement name	
<b>Travelling questions</b>		
<p>In 2015, the Government changed its definition of Gypsies and Travellers for planning purposes. To be recognised as a Gypsy Traveller you or someone in your household has to travel (nomadic habit of life). I'm now going to ask a few questions about whether you or someone in your household travels</p>		
16	In the last year have you or someone in your household travelled?	Y / N
17	Previous to the last year, did you or someone in your household travel?	Y / N
18	Reason(s) for travelling	
19	Please describe when and where do you travel? (if relevant)	
20	Do you or a member of your household plan to travel next year?	Y / N
21	Do you think you or a member of your household will travel in the next two to five years?	Y / N
22	What reasons do you or your household have for not travelling now or in the future?	
<b>Where you plan to live in the future</b>		
23	Are you planning to move to another place to live in the next 5 years?	Y / N
24	Why are you planning to move ?	
25	Where are you planning to move to? (Same Site, Private Site in District, Council Site in District, Outside District (if so where), Bricks and Mortar housing)	
26	What type of dwelling ? (caravan, trailer, chalet, house, flat, bungalow)	
26a	If pitch, single (one static) or double pitch (for two statics)	



<b>If in B&amp;M housing</b>					
27	If you live in bricks and mortar housing, are you happy to live here or would you prefer to live on a pitch?	Happy Here / Prefer pitch			
28	If you would prefer to live on a pitch is this because you have a 'cultural aversion' to living in bricks and mortar (this means if affects your mental health and makes you unhappy/ depressed)?	Y / N			
<b>Emerging households</b>					
29	Emerging households: Are there any people in your household who want to move to their own pitch in the next 5 yrs?	Y / N			
		HH1	HH2	HH3	HH4
30	Where are you planning to move to? (Same Site, Private Site in District, Council Site in District, Outside District (if so where), Bricks and Mortar housing)				
31	What type of dwelling ? (caravan, trailer, chalet, house, flat, bungalow)				
31a	If pitch, single (one static) or double pitch (for two statics)				
32	Have they travelled / plan to travel ?	Y/N	Y/N	Y/N	Y/N
33	If living in bricks and mortar do you have a 'cultural aversion' to living in bricks and mortar? (this means if affects your mental health and makes you unhappy/ depressed)	Y/N	Y/N	Y/N	Y/N
<b>Additional residential pitches</b>					
34	Scope to expand site (extend the boundary of the site)	Y / N			
35	No. additional pitches				
36	Scope to intensify pitches (put more pitches on the existing site)	Y / N			
37	No. additional pitches				
38	Are there any vacant pitches on the site which could be used by another family? If so how many pitches				
39	In general, is there a need for more authorised pitches ( for people to live on all the time?) in this district?	Y / N			
40	If so, now many are needed?				
41	Who should own them (Council, people from the				

	Traveller Community, non-Travellers)	
42	Do you own any land or know of anywhere within the district which could be considered for development as a site?	
<b>Transit and temporary stopover need</b>		
43	Is there a need to provide places where people can stop whilst travelling through the district? This can include transit pitches or stopover places	Y / N
44	Is there a need for transit pitches (for people stopping over temporarily) in the district? A transit pitch is intended for short-term use and usually includes space for two caravans, parking space and access to electricity, a toilet, washing facilities	Y / N
45	If so, how many are needed?	
46	Who should manage them ? (Council, Traveller Community)	
47	Where should they be located?	
48	Is there a need for stopover places? A stopover place is land which can be used on a temporary basis and usually include access to portaloos, waste disposal and water	Y / N
49	If so, how many are needed?	
50	Who should manage them ? (Council, Traveller Community)	
51	Where should they be located?	
<b>Residential history</b>		
52	How many years have you lived here?	
Routing	If more than five years	Go to Q58
	If five years or less	Go to Q53
53	Where did you move from? <b>(District)</b>	
54	Were you living on a Private Site, Council Site, Roadside or Bricks and Mortar housing?	
55	When you moved here, was the pitch vacant, a brand new pitch or had the pitch been created by dividing up an existing pitch?	
56	What were the reasons for moving here?	

57	Did you already have a connection with the area ? (e.g. family or friends living here; or you used to live here?)	
<b>Support needs</b>		
58	Do you or a member of your household have any health-related needs? Could you please explain what they are?	
<b>Final questions</b>		
59	Is there anything else you'd like to tell us about your housing or support needs?	
60	Do you know anyone in bricks and mortar housing looking to live on a pitch? If so, can you provide contact details	

## Appendix B: Glossary of terms

**Caravans:** Mobile living vehicles used by Gypsies and Travellers; also referred to as trailers.

**CJ&POA:** Criminal Justice and Public Order Act 1994; includes powers for local authorities and police to act against unauthorised encampments.

**CRE:** Commission for Racial Equality.

**DCLG:** Department for Communities and Local Government; created in May 2006 and responsible for the remit on Gypsies and Travellers during the period the PPTS was written. Since then it has been renamed in 2018 as MHCLG (Ministry for Housing, Communities and Local Government) and in 2021 it was renamed again as DLUHC (Department for Levelling Up, Housing and Communities).

**Gypsies and Travellers:** Defined by DCLG *Planning policy for traveller sites* (August 2015) as “Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family’s or dependants’ educational or health needs or old age have ceased to travel temporarily, but excluding members of an organised group of travelling showpeople or circus people travelling together as such”. The planning policy goes on to state that, “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”.

**Irish Traveller:** Member of one of the main groups of Gypsies and Travellers in England. Irish Travellers have a distinct indigenous origin in Ireland and have been in England since the mid nineteenth century. They have been recognised as an ethnic group since August 2000 in England and Wales (O’Leary v Allied Domecq).

**Mobile home:** Legally a ‘caravan’ but not usually capable of being moved by towing.

**Pitch:** Area of land on a Gypsy/Traveller site occupied by one resident family; sometimes referred to as a plot, especially when referring to Travelling Showpeople. DCLG *Planning policy for traveller sites* (August 2015) states that “For the purposes of this planning policy, “pitch” means a pitch on a “gypsy and traveller” site and “plot” means a pitch on a “travelling showpeople” site (often called a “yard”). This terminology differentiates between residential pitches for “gypsies and travellers” and mixed-use plots for “travelling showpeople”, which may / will need to incorporate space or to be split to allow for the storage of equipment”.

**Plot:** see pitch

**PPTS:** Planning Policy for Traveller Sites (DCLG, 2012 and 2015 editions)

**Roadside:** Term used here to indicate families on unauthorised encampments, whether literally on the roadside or on other locations such as fields, car parks or other open spaces.

**Romany:** Member of one of the main groups of Gypsies and Travellers in England. Romany Gypsies trace their ethnic origin back to migrations, probably from India, taking place at intervals since before 1500. Gypsies have been a recognised ethnic group for the purposes of British race relations legislation since 1988 (CRE V Dutton).

**Sheds:** On most residential Gypsy/Traveller sites 'shed' refers to a small basic building with plumbing amenities (bath/shower, WC, sink), which are provided at the rate of one per pitch/plot. Some contain a cooker and basic kitchen facilities.

**Showpeople:** Defined by DCLG *Planning policy for traveller sites* (August 2015) as “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”.

**Site:** An area of land laid out and used for Gypsy/Traveller caravans; often though not always comprising slabs and amenity blocks or ‘sheds’. An authorised site will have planning permission. An unauthorised development lacks planning permission.

**Slab:** An area of concrete or tarmac on sites allocated to a household for the parking of trailers (caravans)

**Stopping places/stopover sites:** A term used to denote an unauthorised temporary camping area tolerated by local authorities, used by Gypsies and Travellers for short-term encampments, and sometimes with the provision of temporary toilet facilities, water supplies and refuse collection services.

**Tolerated site:** An unauthorised encampment/site where a local authority has decided not to take enforcement action to seek its removal.

**Trailers:** Term used for mobile living vehicles used by Gypsies and Travellers; also referred to as caravans.

**Transit site:** A site intended for short-term use while in transit. The site is usually permanent and authorised, but there is a limit on the length of time residents can stay.

**Unauthorised development:** Establishment of Gypsy and Traveller sites without planning permission, usually on land owned by those establishing the site. Unauthorised development may involve ground works for roadways and hard standings. People parking caravans on their own land without planning permission are not Unauthorised Encampments in that they cannot trespass on their own land – they are therefore Unauthorised Developments and enforcement is always dealt with by local planning authorities enforcing planning legislation.

**Unauthorised encampment:** Land where Gypsies or Travellers reside in vehicles or tents without permission. Unauthorised encampments can occur in a variety of locations (roadside, car parks, parks, fields, etc.) and constitute trespass. The 1994 Criminal Justice and Public Order Act made it a criminal offence to camp on land without the owner’s consent. Unauthorised encampments fall into two main categories: those on land owned by local authorities and those on privately owned land. It is up to the land owner to take enforcement action in conjunction with the police.

**Wagons:** This is the preferred term for the vehicles used for accommodation by Showpeople.

**Yards:** Showpeople travel in connection with their work and therefore live, almost universally, in wagons. During the winter months these are parked up in what was traditionally known as ‘winter quarters’. These ‘yards’ are now often occupied all year around by some family members.