

WRITTEN STATEMENT OF SOUTH STAFFORDSHIRE DISTRICT COUNCIL

INSPECTORATE REFERENCES

1. APP/C3430/C/21/3283004 s174 Town & Country Planning Act 1990

APPEAL BY
Mr. John Ireland Senior

SITE AT: Land off Teddesley Road Acton Trussell ST19 5RH

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1. INTRODUCTION

- 1.1 This statement is prepared is respect of an appeal brought against the decision by South Staffordshire District Council in the following matters:
 - Section 174 Town and Country Planning Act 1990 in the service an Enforcement Notice in respect of Land off Teddesley Road, Acton Trussell. ST19 5RH. Appeal Reference: APP/C3430/C/21/3283004

2. SECTION 174 APPEAL AGAINST ENFORCEMENT NOTICE

The alleged breaches of planning control are:

- The unauthorised material change of use of the Land from agriculture to a residential caravan site.
- ii) The unauthorised siting of caravans and associated development on the Land.
- ii) Unauthorised operational development to create hardstanding.

3. <u>SITE DESCRIPTION AND REASONS FOR ISSUING THE NOTICE</u>

- 3.1 The site is located within the West Midlands Green Belt approximately 1.2 km north-east of Penkridge and lies to the East and in close proximity to the M6 Motorway. The site is approximately 1.8 acres in area and backs on to the Staffordshire and Worcestershire Canal Conservation Area.
- 3.2 The appeal site is located off the busy Teddesley Road which links Penkridge to Acton Trussell. The national speed limit applies (60 mph) to the section of Teddesley Road where the access to the site is located. The site is roughly rectangular in shape and is bounded by a residential property to the South, namely Parkgate Lodge, Teddesley Road to the West, open fields to the North and The Staffordshire and Worcestershire Canal to the East. The canal is lined with established woodland to the west.
- 3.3 The reasons for issuing the Notice are:
 - (i) It appears to the Council that the unauthorised material change of use of the Land has occurred within the last ten years and is not time immune from enforcement action.
 - (ii) It appears to the Council that the unauthorised operational development on the Land has occurred within the last 4 years and is not time immune from enforcement action.

- (iii) The unauthorised material change of use of the Land is inappropriate development in the Green Belt contrary to policies GB1, EQ7, EQ8, EQ9, EQ11, EQ12, H6, EV11, EV12, Core Strategy 1, and EQ3 of the Core Strategy.
- (iv) The unauthorised development on the Land to create the residential caravan site is inappropriate development in the Green Belt and has a detrimental impact on the openness of the Green Belt.
- (v) The unauthorised development has an adverse effect on the character, appearance and amenity of the rural area, contrary to Policies EQ4 and EQ11 of the Adopted Core Strategy.
- (vi) The council does not consider that there are very special circumstances have been put forward to justify a departure from the normal policy of restricting development in this Green Belt Area contrary to National Planning Policy Framework, Strategic Objectives 1 & 2 and Policy GB1 (Green Belt) of the adopted Core Strategy.
- (vii) The Council does not consider that planning permission should be given for the unauthorised material change of use or the unauthorised development because planning conditions could not overcome the objections to the unauthorised material change of use and the unauthorised development.
- 3.4 To the South of the site lies a Grade II Listed canal bridge which crosses the Staffordshire and Worcester canal located at the rear of the site (appendix 3). There is a distinct wooded character to the setting of the bridge, and even though there are open fields between the canal and the road, there are a significant number of trees.
- 3.5 Prior to the development taking place, the land was used for the grazing of horses and a breezeblock stable block was sited to the rear of the site. The field located to the North of the residential Traveller site is under the same ownership as the residential site and is used for the grazing of horses. This field is included within the red line of the plan attached to the Enforcement Notice but sites alongside the residential Traveller site which is outlined in blue on the same plan.
- 3.6 The laying of hardstanding, the and the stationing of caravans has an adverse visual impact on the openness of the Green Belt and adds an inappropriate urbanised element within the rural landscape setting (appendix 1). The loss of agricultural land to a residential—use would also amount to encroachment in the countryside, which would conflict with one of the objectives of the Green Belt and is contrary to Policy GB1 of the South Staffordshire Core Strategy (CS) adopted in December 2012. Paragraph 147 of the NPPF states that

inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances.

- 3.7 Public views of the site are limited due to fencing erected at the site and a high hedge that runs along the boundary adjacent to the road. The domestic style fencing can be seen from the Grade II Listed canal bridge which lies some 150 metres to the south of the site (appendix 2). Due to the siting of the development in such a rural location, the development gives the impression of an isolated development in the countryside. The addition of the lighting that has now been erected on the site is visible from the canal, neighbouring residential property and roadside and gives an increased urban appearance to the site which is not in keeping with the rural setting. The lighting will draw attention to the site and will have an additional visual impact on the inappropriate development within the Green Belt.
- 3.8 Paragraph 16 of the PPTS comments that:

"Subject to the best interests of the child, personal circumstances, and unmet need are unlikely to outweigh harm to the Green Belt and any other harm so as to establish very special circumstances."

3.9 Policy EQ4 of the South Staffordshire Core Strategy (CS) adopted in December 2012, states that the intrinsic rural character and local distinctiveness of the South Staffordshire landscape should be maintained and where possible enhanced and that the design and location of new development should take account of the characteristics and sensitivity of the landscape and its surroundings, and not have a detrimental effect on the immediate environment and on any important medium and long distance views. The unauthorised Traveller site does not take into account the characteristics and sensitivity of the landscape and it's surroundings. The significant amounts of hardcore laid on the site and the domestic style wooden featherboard fencing erected around the site looks incongruous with the rural surroundings.

4. RELEVANT PLANNING POLICY

4.1 Adopted Core Strategy 2012

Strategic Objectives:

Strategic Objective 1: To protect and maintain the Green Belt and Open Countryside in order to sustain the distinctive character of South Staffordshire.

Strategic Objective 3: To protect and improve South Staffordshire's environmental assets.

Strategic Objective 5: To protect, conserve and enhance the historic environment and heritage assets and ensure that the character and

appearance of the District's Conservation Areas is sustained and enhanced through management plans and high quality design.

Strategic Objective 6: To ensure that all new development is sustainable, enabling people to satisfy their basic needs and enjoy a better quality of life, without compromising the quality of life of future generations.

Strategic Objective 8: To ensure the delivery of decent homes for members of the community including the provision of more affordable housing which matches in type, tenure and size the needs of the residents of South Staffordshire and to meet the needs of an ageing population.

Core Policies:

Core Policy 1 - The Spatial Strategy for South Staffordshire

Core Policy 2 – Protecting and Enhancing the Natural and Historic Environment

Core Policy 6 - Housing Delivery

Core Policy 11 - Sustainable Transport

Development Policies:

GB1 - Development in the Green Belt

EQ1- Protecting, Enhancing and Expanding Natural Assets

EQ3 – Conservation, Preservation and Protection of Heritage Assets

EQ4 - Protecting and Enhancing the Character and Appearance of the Landscape

EQ 9 – Protecting Residential Amenity

EQ11 - Wider Design Conditions

EQ12 - Landscaping

H6 - Gypsies, Travellers and Travelling Showpeople

4.2 Adopted Site Allocations Document

SAD 4 Gypsy and Traveller Pitch Provision.

4.3 Joint Strategic and Site Allocations Local Plan Review (including Gypsy & Traveller provision assessment and future allocations). Issues & Options consultation undertaken between 8th October 2018 and 30th November 2018.

The needs/issues of the Gypsy and Traveller community will be consulted on at Preferred Options stage, now scheduled for Summer 2021 as a result of unavoidable practicable consultation slippage resulting from Covid 19 restrictions. The Preferred Options stage will include the consideration of new sites for gypsy and traveller pitches. The revised Local Development Scheme programme (June 2020) anticipates Publication of the Preferred Plan for consultation in Summer 2022, Submission to the SoS in Winter 2022, Examination in Spring 2023, and Adoption in Winter 2023.

4.4 Other Relevant Policy, Guidance & Evidence Base Considerations

Planning Policy for Traveller Sites

National Planning Policy Framework

Designing Gypsy and Traveller Sites - A Good Practice Guide Communities and Local Government (Historic Context)

Gypsy and Traveller Accommodation Assessments (G.T.A.A.'s 2008, 2014 & 2017).

BS 5837 (2012) -Trees in relation to design

Forestry Commission & Natural England - 'Ancient woodland and veteran trees: protecting them from development' (2014).

5. PLANNING HISTORY

- 5.1 Relevant History there is no relevant planning history for the site.
- 5.2 As far as the council is aware, the permitted use of the land subject of the Enforcement Notice Appeal is agricultural.

6. <u>SUMMARY OF EVENTS</u>

- 6.1 On Saturday 24th July 2021 an out of hours call was received by the council from a member of the public reporting that unauthorised development was taking place on a field of Teddesley Road, Penkridge. It was reported that a large number of lorries were delivering hardcore which was being deposited on site and laid flat and then being rolled with a road roller.
- 6.2 A site visit was conducted on the same day, 24th July 22021, and no one was on site. It was observed by the Enforcement officer that a large area of the field had been laid to hardstanding. Large volumes of hardcore and road planings had been spread across a large area of the field to a depth of approximately 10 cm. There was an old stable block towards the back of the site and it appeared that the concrete pad on which it stood had recently been extended.
- 6.3 A check on the planning history of the site confirmed that the hardstanding and the extension of the concrete pad did not have planning permission.
- 6.4 A temporary Stop Notice (TSN) was drafted, authorised and served on the land on 24 July 2021. As no person was present on site, a copy of the Notice was attached to wooden entrance gate which is adjacent to the highway and a copy was also attached to the stable block at the rear of the site.

- 6.5 It was noted while on site that a notice was attached to the gate that said 'Stables to rent Call John 07465 862000'.
- 6.6 On Sunday 25 July 2021, the case officer phoned the mobile number which was displayed on the sign attached to the gate. John Ireland answered who confirmed that he was the owner of the land. When asked why the hardcore and road planings had been put down on the land, he said it was to park his vehicles and horse boxes on as he had horses in the field next to the site. He was informed that the hard standing would require planning permission and that no further hardcore or materials should be brought on to the land until planning permission had been obtained.
- 6.7 On Saturday 21st August, an out of hours call was received reporting that caravans were moving on to the land.
- 6.8 A site visit was carried out and it was observed by officers that two touring caravans were on the site. John Ireland was present on site and confirmed that he and his family were living on the site.
- 6.9 A Stop Notice and Enforcement Notice were served on 21st August 2021 on the Owner of the land and a copy hand delivered to Ryan George Tilsley who was listed as the registered land owner on the Land Registry title deed (appendix 8).
- 6.10 Information was received that it was John Ireland's intention to erect a wooden fence on the boundary of his land. John Ireland confirmed that it was his intention to erect a 2 metre high wooden fence on the Southern and Eastern boundary of his land to provide some privacy.
- 6.11 On 15th November 2021 the council received a complaint that a 2 metre high wooden fence had been erected on the boundary of the site and at the entrance to the site adjacent to the highway.
- 6.12 An appeal was lodged on 15th September 2021 against the Enforcement Notice served.
- 6.13 A site visit was carried out at the site on 8th December 2021 to assess the number of caravans on site and the use of the stable block located at the back of the site.
- 6.14 Five touring caravans were observed on site. The stable block on site had ponies in and was being used for equestrian purposes. A large generator was located next to the stable block and was running to provide electricity to the site. The generator noise caused a background noise which was be audible for some distance and would be heard from the canal tow path adjacent to the rear of the site which forms part of the Canal Conservation Area. The site is not currently connected to mains electricity.

- 6.15 Two portaloos were on site and the council has no evidence of a suitable foul water system on site for the proposed long term residential use of the site.
- 6.16 The Council have been informed by the statutory water undertaker that an illegal water connection has been made to connect the site to a water supply. This matter is being dealt with by the statutory undertaker.

7. GROUNDS OF APPEAL

- **Ground (a)** (That planning permission should be granted for what is alleged in the notice).

8. LA RESPONSE TO GROUNDS OF APPEAL UNDER GROUND A

- 8.1 The case for the Local Authority is straight forward. The development subject of the appeal is unauthorised and that the development has multiple unacceptable harmful impacts upon the Green Belt and landscape setting generally, that clearly outweigh factors in favour of the development in the planning balance.
- 8.2 Harm 1 Inappropriate development by definition within the Green Belt.
- 8.2.1 The proposed development is, by definition, inappropriate within the Green Belt and such harm is automatically afforded substantial weight in the planning balance of the decision-making process. The development, whether on a permanent or temporary basis, causes substantial, demonstrable harm to the Green Belt by reason of its inappropriateness.
- 8.3 Harm 2 Harm caused by loss of Openness to the Green Belt.
- 8.3.1 In addition to the acknowledged harm to the Green Belt by inappropriateness, there is also significant adverse impact upon openness. The fundamental aim of Green Belt policy is to keep land permanently open. The essential characteristics of Green Belts are their openness and their permanence (para. 133 NPPF).
- 8.3.2 The Council considers that the openness of the Green Belt is described simply as an absence of built form and that, as established by the Court of Appeal in <u>Turner v SSCLG & East Dorset Council</u> (2016), the openness of the Green Belt can have both visual and spatial dimensions.

8.3.3 As set out in <u>Turner</u> the impact on 'openness' is not simply a volumetric analysis but can be a multifaceted question that involves looking at both the spatial and visual impact of a proposal on the Green Belt (see [14] of **Turner**). The visual dimension of openness was encapsulated by the words of Lord Justice Sales (at [15] of **Turner**):

"Greenness is a visual quality: part of the idea of the Green Belt is that the eye and the spirit should be relieved from the prospect of unrelenting urban sprawl"

- 8.3.4 Furthermore the Court of Appeal also recognised the damage that could be done to the Green Belt through the cumulative effect of modest proposals the danger of death by thousand cuts (see [24-26] of **Turner**).
- 8.3.5 Matters of openness are planning judgments rather than law, and that that openness is the counterpart of urban sprawl and that it does not imply freedom from *any* form of development but the approach in <u>Turner</u> was endorsed by the Supreme Court in R (on the application of Samuel Smith Old Brewery (Tadcaster) v North Yorkshire County Council (Appellant) [2020] UKSC 3.
- 8.3.6 Harm by loss of openness has been exacerbated by the unauthorised increased amount and spread of development at the site, making this an increased significant negative factor in the planning balance.
- 8.4 Harm 3 Harm by Encroachment of development within the Green Belt.
- 8.4.1 Additional Green Belt harm is caused by encroachment into Green Belt open countryside. To assist in safeguarding the countryside from encroachment is one of the 5 cornerstone purposes of designating land as Green Belt (para. 134 NPPF).
- 8.4.2 The loss of agricultural land to a residential use amounts to encroachment on the countryside, which would conflict with one of the objectives of the Green Belt.
- 8.5 Harm 4 Harm to the character and Appearance of the Landscape.
- 8.5.1 Core Strategy Policy EQ4: 'Protecting and Enhancing the Character and Appearance of the Landscape', recognises the intrinsic character and value of the South Staffordshire landscape and seeks to maintain and wherever possible enhance this character, including the protection of valued trees.
 - Inter alia this policy states that:

"Throughout the District, the design and location of new development should take account of the characteristics and sensitivity of the landscape and its surroundings, and not have a detrimental effect on the immediate environment and on any important medium and long-distance views";

and that:

"The siting, scale, and design of new development will need to take full account of the nature and distinctive qualities of the local landscape".

The existing/proposed development is visually conspicuous in the landscape setting and visible from public domain views from Teddesley Road and the canal towpath and nearby Grade II Listed bridge.

- 8.5.2 In addition, Core Strategy Policy EQ11: 'Wider Design Considerations', at sub para. C. Form e) states that:
 - "proposals should respect local character and distinctiveness including that of the surrounding development and landscape, in accordance with Policy EQ4, by enhancing the positive attributes whilst mitigating the negative aspects".
- 8.5.3 Additionally, (Inter alia) Core strategy Policy EQ12: 'Landscaping' adds that the landscaping of new development should:
 - "c) protect and enhance key landscape features".
- 8.5.4 These adopted Local Plan landscape policies are consistent with the sustainable development objectives identified at para. 8 c), and within Chapter 15 of the NPPF, which aim to protect and enhance the natural environment and valued landscape character of the area.
- 8.5.5 The development causes significant harm to the landscape character and appearance of the area.

8.6 Harm 5 – Harm to the setting of a Heritage asset

- 8.6.1 The site is within the setting of the Grade II listed canal bridge and on the edge of the Staffordshire and Worcestershire Canal Conservation Area. The bridge lies approximately 50 metres to the south of the site. The site was originally bounded by a post and rail fence which was more in keeping with the character of the area.
- 8.6.2 The bridge itself (Appendix 2) is a good quality canal bridge and different to many of the standard accommodation bridges across the canal that were built to allow access for farm tracks etc.) and would have provided access across the canal to Teddesley Hall. It is likely that that this was the principal access to the hall from this direction and followed a typical route through the landscaped park to the main house.

- 8.6.3 From the bridge, the two metre high domestic style feather board wooden fencing gives an urbanised appearance to the area negatively impacting the setting of the bridge. Any lighting from the site is likely to compound the urban appearance and negatively impact on the setting of the Grade II listed bridge. The fencing is not the kind that would normally be supported in such a prominent rural location. The fencing causes less than substantial harm to the setting of the Grade II listed bridge and the setting and character of the Canal Conservation Area.
- 8.6.4 The urban appearance of the site impacts negatively on the setting of the listed bridge and the residential style fencing breaks the harmony of the tree-lined boundary of the canal towpath and is contrary to EQ3 of the adopted Core Strategy. The unauthorised Traveller site causes less than substantial harm to the setting of the Grade II listed bridge.
- 8.6.5 Paragraph 202 of the NPPF states,

"Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use."

- 8.6.6 There are not identified public benefits of the proposal and therefore this should be given significant weight.
- 8.6.7 There is a statutory duty under s.66 duty of the Listed Building Act:

In considering whether to grant planning permission [or permission in principle] for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

- 8.6.8 No plans have been submitted to the council for consideration and so the full impact of the unauthorised residential use of the site as a Traveller site and the associated development on the heritage asset cannot be assessed.
- 8.6.9 The setting of the heritage asset is not part of the heritage asset itself and does not form part of the Grade II listing, however the harm to the setting of the heritage asset impacts negatively on the heritage asset and harms the asset's significance.

8.7 Harm 6- Harm to Highways safety and Residential Amenity

8.7.1 Teddesley Road is a 'c' class road (C26) and subject to national speed limit at this point; 60mph. There are concerns with this proposal in terms of an intensification of the access. The applicant has installed gates, if these gates

are shut then vehicles could be forced to wait – this would be very undesirable if there was a vehicle towing a trailer or caravan as it would overhang onto the Road. The result would be vehicles having to swerve onto the other side of the road to avoid an obstruction.

- 8.7.2 The site had an exiting gated access to the land prior to the unauthorised development taking place. The use of the land prior to the planning breach was agricultural/grazing of horses and it is likely that the number of vehicular movements to and from the land relating to the agricultural use would have been significantly lower than the current vehicular movements to and from the site associated with the current unauthorised residential use of the land.
- 8.7.3 The site is in use by more than one single occupant, this means that vehicles could be entering and leaving the site simultaneously. This would require that there is sufficient space for two vehicles to pass in the access road to prevent a vehicle stopping on the carriageway and overhanging onto the live carriageway.
- 8.7.4 Due to the 60mph speed limit of the road adjacent to the site access, the movement of caravans, vans and other vehicles on and off the site may cause highway safety issues. In accordance with Policy H6 of the Core Strategy, sites should be adequately and safely accessed by vehicles towing caravans. Evidence has not been provided to show that the site access is fit for purpose and complies with any necessary highways safety requirements.
- 8.7.5 As the use is unregulated then there is currently no space provided or controls over the number of vehicles using the site. As the site has a single access then there should be adequate turning facilities within the site for vehicles to enter and leave in a forward gear. If the central space becomes parked up or full then it could result in vehicles having to reverse out of the access onto a national speed limit road.
- 8.7.6 The site has an illegal connection to the mains water and a local property has reported low water pressure issues at their residential property. The water authority are aware of the illegal connection and are taking appropriate action to address the matter. As far as the council is aware, the current water supply to the site is illegal and the unauthorised connection may have a detrimental impact on properties using the same water supply. This is contrary to Policy EQ9 of the adopted Core Strategy. No evidence has been supplied to the council to confirm that essential services such as power, water sewerage, drainage, waste disposal are either available or can be provided to service the site. This is contrary to Policy H6 of the adopted Core Strategy.
- 8.8 Harm 7 Harm by intentional unauthorised development within the Green Belt.
- 8.8.1 Written Ministerial Statement HLWS404 'Green Belt Protection and Intentional Unauthorised Development' (Appendix 4) sets out changes to national planning policy to make intentional unauthorised development a material consideration in planning decision-making, and also to provide

stronger protection for Green Belts. It is concerned with harm that is caused where the development of land has been undertaken in advance of obtaining planning permission that can involve Local Planning Authorities having to take Enforcement Action in the acknowledged public interest of protecting the Green Belt.

- 8.8.2 The continued unauthorised residential use of the site without the prior submission of a planning application to obtain planning permission shows disregard for the planning system that undermines public confidence, particularly in respect of the long-standing and acknowledged need to protect the Green Belt.
- 8.8.3 The development does not meet with the qualifying criteria of Policy H6 (8) of the adopted South Staffordshire Core Strategy due to its unacceptable negative impact on the openness of the Green Belt and on the landscape setting in general.
- 8.8.4 C.S Policy H6 sets out a series of criteria against which planning applications and the future allocation of sites through the Development Plan process for new/extensions to existing gypsy sites should be assessed. The appeal proposal is contrary to criterion 8a) of C.S. Policy H6.

Policy H6, qualifying criteria 8a) states that:

"Proposals shall be sited and landscaped to ensure that any impact on the character and landscape of the locality is minimised, including impacts on biodiversity and nature conservation. In areas of nationally, sub-nationally or locally recognised designations planning permission will only be granted where the objectives of designation would not be compromised by the development – examples will include:

- a) The Green Belt where demonstrably harmful impact on the 'openness' of the Green Belt will be resisted".
- 8.8.5 The appeal proposes a significant amount of development across the site. The quantum of development consisting of an extensive area of hardstanding dotted with caravans would have a significant negative impact on the openness of the Green Belt contrary to NPPF Green Belt Policy and Policy GB1 of the adopted Core Strategy. The combined quantum of development proposed would result in a significant reduction in openness. Policy H6 8a) requires development proposals to not cause "demonstrable harm to openness". The appeal proposal causes significant material harm to openness.

8.9 Further Material Considerations

8.9.1 The appellant states that there are two special needs children living at the site, however no evidence of this has been provided to the council. The council can therefore not currently assess whether the weight attributed to the personal circumstances of the prospective occupiers should tip the balance in

the appellant's favour. Therefore, the very special circumstances needed to justify planning permission do not exist.

8.9.2 The Local Development Plan position is that:

- The 2012 adopted Core Strategy contains Policy, *H6: Gypsies, Travellers and Travelling Showpeople* sets out criteria for the determination of applications for gypsy and traveller sites and pitch requirements up to 2028. The 2018 Site Allocations Document (SAD) delivers the residual pitch requirements from Policy H6, with the allocations to meet these requirements set out in Policy SAD4 and is based on the 2008 GTAA evidence of need. The SSC Policy Note, February 2021 update (Appendix 6 here) gives the level of permanent pitch provision in relation to evidenced needs under the 2008, 2014 and 2017 needs assessments.

The SAD allocates pitches to ensure that the pitch requirements identified in the Core Strategy were met. New provision for gypsies and travellers has therefore come through the Plan Led system. Additional provision will come through the Local Plan Review to enable sites to be located in the most suitable locations and where relative Green Belt and landscape and other environmental impacts have been strategically assessed, and where the need is the greatest. New provision for Gypsy and Traveller pitches should come through this plan-making process, considered in a sustainable, strategic manner, to minimise the impact of sites (inter alia) on the Green Belt and landscape of South Staffordshire, which is such an important characteristic of the District.

A further updated needs assessment, following changes to Government advice to Local Authorities in undertaking needs assessments, will be used in the on-going review of the Local Plan. This process will include Duty to Cooperate discussions with neighbouring Authorities as to how the identified needs can be collectively best met to meet the aims of sustainable development and NPPF objectives, including the importance attached to the protection of Green Belts.

The SAD assists in meeting needs in the short term and the new Local Plan/Duty to Cooperate agreements will focus on meeting strategic needs in the medium to long term.

The needs/issues of the Gypsy and Traveller community was consulted on recently at Preferred Options stage of the emerging Local Plan. This consultation took place form 1st November 2021 to 13th December 2021 under the provisions of the revised 2020 Local Development Scheme programme, anticipating final Adoption in Winter 2023, to include the strategic allocation of sites to meet identified needs. The Preferred Options consultation looked at how best to meet the needs of our existing communities identified in the emerging GTAA, and asked if there were alternative approaches that the Council needed to consider. Representations to the plan are currently being considered by the Council to inform the Publication Plan consultation earmarked for Summer 2022. It is anticipated that the Local Plan will be submitted to the Secretary of State for Examination at the end of 2022,

when an inspector will be appointed to test the soundness of Local Plan proposals as well as the robustness of the new evidence base (including GTAA).

- 8.9.3 There is therefore an expectation that sites will come forward through the submission of planning applications in 2024. It is anticipated that the Local Plan Review DPD will be adopted in 2023, allowing a further period of 12 months for the preparation, submission and determination of planning applications to deliver on the identified revised need for pitches. This process will provide for the planned location of Gypsy and Traveller sites/pitches based on the support of adopted policy as the preferred method of delivery advocated by the N.P.P.F. and Planning Policy for Traveller Sites (P.P.T.S.) and supported by adopted Core Strategy Policy H6.
- 8.9.4 Substantial progress has been made towards the delivery of Gypsy and Traveller Sites in accordance with Development Plan policy in South Staffordshire, with 8 permanent pitches being granted planning permission in the Green Belt since the adoption of the Site Allocations Document in 2018. This demonstrates the Local Authority's pro-active and positive approach to the delivery of gypsy and traveller pitches. Application of the preferred Plan Led approach is of great importance within an area that is predominantly Green Belt.

It is also a material consideration that of the 15 pitches allocated in the adopted 2018 SAD yet to receive planning permission, 11 relate to existing unauthorised pitches where applications have not been submitted. These 11 existing unauthorised pitches were considered to meet the Policy requirements of the adopted Core Strategy Policy H6 (unlike the appeal proposal), in the consideration of sites in the 2018 Site Allocations process and should be considered as contributing to supply.

- 8.9.5 In such circumstances it is not considered that 'failure of the development plan process' should be material to a grant of planning permission on either a permanent or a temporary basis for inappropriate development within the Green Belt which causes significant harms by definition, reduction of openness and increased encroachment. There is clear, tangible progress towards the adoption of a Site Allocations Policy for the strategic delivery of Gypsy and Traveller sites in South Staffordshire.
- 8.9.6 Planning Policy for Traveller Sites (31st August 2015) sets out the Government's planning policy for traveller sites, to be read in conjunction with the National Planning Policy Framework.

Core Strategy Policy H6 (7) is consistent with this aim.

Policy E: Traveller sites in Green Belt at para. 16 re-affirms the Government commitment to the protection of the Green Belt stating that:

"Inappropriate development is harmful to the Green Belt and should not be approved, except in very special circumstances. Traveller sites (temporary or permanent) in the Green Belt are inappropriate development. Subject to the

best interests of the child, personal circumstances and unmet need are unlikely to clearly outweigh harm to the Green Belt and any other harm so as to establish very special circumstances".

Para. 27 states that:

"If a local planning authority cannot demonstrate an up—to-date 5-year supply of deliverable sites, this should be a significant material consideration in any subsequent planning decision when considering applications for the grant of temporary planning permission. The exception is where the proposal is on land designated as (inter alia) Green Belt".

South Staffordshire Council acknowledges that it cannot currently demonstrate a 5-year supply of Gypsy and Traveller pitches in relation to identified need. However, the current relevant PPTS advice is that identified Green Belt harm is not reduced by a lack of 5-year supply.

The LA is actively, positively and progressively working towards the delivery of sites through Local Plan Review Site Allocations to meet identified need. This will include the strategic consideration of Gypsy and Traveller site/pitch provision related to identified needs across the District, including relative assessment of sites in terms of Green Belt and landscape impacts. Areas in which this Site has a significant detrimental impact. This strategic approach is especially important within a District that is 80% Green Belt designated, with scant brownfield site opportunities.

8.9.7 An existing shortfall is acknowledged, all existing sites in South Staffordshire are privately owned, and it is also acknowledged that there may be no available alternative sites. However, the P.P.T.S. states that pitch provision should be plan led. The LA will meet its objectively assessed pitch requirements through the Local Plan Review which will include the strategic allocation of Gypsy and Traveller pitches/sites, following consultations with neighbouring Authorities.

Personal Circumstances

8.9.8 In respect of personal circumstances, the council has not received any details of the personal circumstances of the occupants of the site other than when the initial welfare check was carried out at the site, officers were informed that there were two special needs children on site. No supporting documentation has been provided to the council referencing children's needs. As no details are provided for consideration, no weight can be attached to the occupants personal circumstances at present.

There is no current information provided as to whether the site will be for the Appellant's personal use or as a commercial enterprise. This effects the weight to be given to any personal circumstances and the Council reserves the right to further respond once information is provided.

8.9.9 The appellants rights are acknowledged under the Human Rights Act 1998 and Equality Act 2010, as are the best interests of the appellants children (UN Convention on the Rights of the Child). In this case however no information is

provided in respect of the specific educational and health requirements of the children.

As set in **Stevens v Secretary of State for Communities and Local Government** [2013] EWHC 792 (Admin)¹; while the interest of the child should be a primary consideration it should not be determinative of the planning issue and nor should it necessarily carry greater weight than any other consideration. Those interests have to be viewed in a wider planning context which can include the availability of other sites and the level of unmet need in the borough.

8.9.10 In addition, when applying the concept of proportionality to human rights in respect of development proposals that would be demonstrably harmful to the interests of protecting the Green Belt, the LA concur with the balancing of issues and conclusions of the Inspector in the recent dismissed appeal decision related to a similar Green Belt case at New Acre Stables, Penkridge (appeal decision APP/C3430/A/13/2210160 dated 12 January 2016 – Appendix 5 here), as set out in para. 53 of the decision:

"However, these are qualified rights and interference may be justified where in the public interest. The concept of proportionality is crucial. These interferences would be in accordance with the law and in pursuit of a well-established and legitimate aim, that is, the protection of the Green Belt. The harm that would be caused by the development in terms of the Green Belt would be substantial. In the context of this case it outweighs the human rights of the families and the best interests of the children. Despite the need for pitches, the lack of a five-year supply, the lack of an affordable, available and suitable alternative site and the other matters weighing in the appellant's favour, I have concluded that the granting of a temporary or permanent planning permission would not be appropriate. I am satisfied that the legitimate aim of the protection of the Green Belt cannot be achieved by any means which are less interfering with the appellant's and the families rights. They are proportionate and necessary in the circumstances".

In South Staffordshire, the Inspector in a 2019 appeal determination at Streets Lane, Great Wyrley, (Green Belt, Gypsy and Traveller case), in South Staffordshire concluded that:

"However, these are qualified rights and interference may be justified where in the public interest. I turn to the matter of proportionality. The harm that would be caused by the development to the Green Belt would be substantial. In this case it outweighs the human rights of the families and the best interests of the children. Despite the need for pitches, the lack of a five-year supply, the lack of alternative sites and other matters weighing in the appellant's favour, I have concluded that the granting of a temporary or permanent planning permission would not be appropriate. Therefore, the legitimate aim of the protection of the Green Belt cannot be achieved by any means which are less interfering with

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¹ Those principles were confirmed as 'accurate and useful summary' by the Court of Appeal in <u>Collins</u> <u>v Secretary of State for Communities and Local Government [</u>2013] EWCA Civ 1193

the appellant's and family's rights". (para. 28 of APP/C3430/W/18/3201530 attached here at Appendix 5).

The same material issues and principles apply to the current appeal consideration.

The Ground a) Deemed Application Planning Balance

- 8.9.11 It is the Local Authorities case that none of the issues in favour of the development put forward, whether individually or when combined, override the strong established and re-affirmed (August 2015 revised PPTS) national and local planning policy presumption against inappropriate development within the Green Belt.
- 8.9.12 Harm caused by the inappropriateness of the development in the Green Belt is significant and substantial. Significant harm would also be caused by loss of openness, the most important attribute of Green Belts, due to the quantum of development proposed. Additional significant harm would also be caused by encroachment. Additional significant harms are also identified in terms of the impact on the character and appearance of the. Additional harm also results from intentional unauthorised development.
- 8.9.13 Due to the acknowledged current shortfall in pitch provision against 5-year supply, this weighs in favour of the Appellant. However the overall harm outlined above is not outweighed by this shortfall and so only minor weight should be given to this.
- 8.9.14 Under Policy H6 of the adopted Core Strategy, the intended occupants must meet the definition of Gypsies & Travellers or Travelling Showpeople as set out in Annex 1 of the National Planning Policy for Traveller Sites. The council has not seen any evidence of the Gypsy or Traveller status of the occupants of the site and therefore the council remains neutral on this point pending further evidence from the appellant.

9. CONCLUSIONS

9.1 The personal accommodation needs and personal circumstances of the appellant (including the best interests of children), together with the acknowledged current lack of alternative sites and shortfall of pitches against the 5-year supply based on the G.T.T.A assessment, have been fully considered in the balancing exercise undertaken.

It is not considered however that any of these issues, individually or when combined, tip the balance in favour of a permanent or temporary permission in the circumstances of this case, with particular regard to the established and acknowledged presumption against inappropriate development within the Green Belt, which attracts significant weight as re-affirmed by the 2015 update to the PPTS.

The protection of Green Belts is a crucial and fundamental aim of long established local and national planning policy and is therefore a legitimate objective in the public interest, based on both adopted Development Plan and Central Government Policy, with a clear basis in planning legislation. In such circumstances, some interference with Article 8 rights is permissible. The protection of the public interest, in this case the protection of the Green Belt, cannot be achieved by means which are less interfering than refusal of planning permission. Therefore limited weight should be given to the current lack of a five year supply of pitches.

- 9.2 The development is inappropriate development by definition within the Green Belt which should be afforded significant weight.
- 9.3 In addition, the quantum and spread of development causes significant harm to the openness of the Green Belt and by encroachment into Green Belt countryside. These harms should each be given significant weight in their own right in the planning balance.
- 9.4 The harm by encroachment of the development within the Green Belt is significant. The development conflicts with one of the objectives of the Green Belt, namely, to assist in safeguarding the countryside from encroachment which should be given significant weight.
- 9.5 The development also impacts negatively on and conflicts with identified national and local planning policy aimed at protecting the character and appearance of the landscape of the area. These harms should also be given significant weight in their own right.
- 9.6 The development impacts negatively on the setting of a heritage asset and this harm should be given significant weight.
- 9.7 The development currently has an unknown level of impact on highways safety and residential amenity. The full impact cannot currently be assessed due to lack of information provided by the appellant. Therefore, significant weight should be given to this.
- 9.8 The appeal relates to clearly intentional unauthorised development, given the circumstances described above, and this is an additional negative factor against the proposal that should be given significant weight in the light of the demonstrable harms that have been caused.
- 9.9 The Gypsy or Traveller status of the occupants of the site remains untested as the council has not seen any evidence of the Gypsy Traveller status of the appellant and his dependents.
- 9.10 The LPA decision to take Enforcement Action accords with prevailing relevant national and local Green Belt and Gypsy and Traveller planning policy and guidance, and landscape/countryside policy. It is therefore respectfully requested that the appeal is dismissed.

10. SUGESTED CONDITIONS

SUGGESTED CONDITIONS

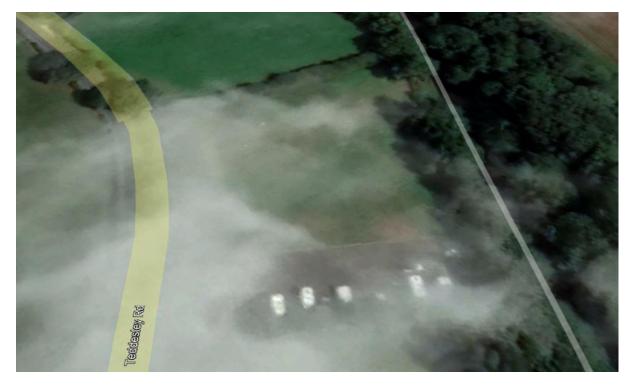
- The use hereby permitted shall be for a limited period being the period from the date of this decision until XXXX. At the end of this period the use hereby permitted shall cease, all materials and equipment brought on to the land in connection with the use shall be removed, and the land restored to its former condition in accordance with a scheme previously submitted to and approved in writing by the local planning authority.
- 2. The site shall not be occupied by any persons other than gypsies and travellers as defined in the National Planning Policy for Traveller Sites.
- 3. No more than one commercial vehicle per pitch shall be kept on the land for use by the occupiers of the caravans hereby permitted, and it shall not exceed 3.5 tonnes in weight.
- 4. No commercial activities shall take place on the land, including the external storage of materials.
- 5. No more than 4 caravans, as defined in the Caravan Sites and Control of Development Act 1960 and the Caravan Sites Act 1968 (of which no more than 2 shall be static caravans or mobile homes) shall be stationed on the site at any time.
- 6. Within 1 month of permission being granted, details of a landscape scheme shall be submitted to the LPA for agreement in writing and the approved scheme shall be completed and maintained to the satisfaction of the LPA.
- 7. The occupation of the site hereby permitted shall be carried on only by the following and their resident dependents:
 - i) John Ireland and partner.
- 8. When the land ceases to be occupied by those named in condition 7 above, the use hereby permitted shall cease and all caravans, structures, materials, and equipment brought on to or erected on the land, or works undertaken to it in connection with the use, shall be removed and the land shall be restored to its condition before the development took place.

APPENDIX 1

Google aerial photo dated 23/04/2021 showing unauthorised concrete pad.



Google aerial photo dated 26/08/2021 showing area of hardcore and location of unauthorised caravans



APPENDIX 2

Photo taken from bridge dated 08/12/2021



Zoomed -in photo taken from bridge towards direction of Traveller site dated 08/12/2021



APPENDIX 2- Grade II listed bridge located to the South of the site. Photo courtesy of Historic England (listing)



APPENDIX 4 WRITTEN MINISTERIAL STATEMENT

Green Belt protection and intentional unauthorised development: Written statement - HLWS404

WS

Department for Communities and Local Government

Made by: **Baroness Williams of Trafford** (Parliamentary Under Secretary of State for Communities and Local Government)



Made on: 17 December 2015

HLWS404

Green Belt protection and intentional unauthorised development

My hon. Friend the Minister of State for Housing and Planning has made the following Written Ministerial Statement.

This Statement confirms changes to national planning policy to make intentional unauthorised development a material consideration, and also to provide stronger protection for the Green Belt, as set out in the manifesto.

The Government is concerned about the harm that is caused where the development of land has been undertaken in advance of obtaining planning permission. In such cases, there is no opportunity to appropriately limit or mitigate the harm that has already taken place. Such cases can involve local planning authorities having to take expensive and time consuming enforcement action.

For these reasons, we introduced a planning policy to make intentional unauthorised development a material consideration that would be weighed in the determination of planning applications and appeals. This policy applies to all new planning applications and appeals received since 31 August 2015.

The Government is particularly concerned about harm that is caused by intentional unauthorised development in the Green Belt.

For this reason the Planning Inspectorate will monitor all appeal decisions involving unauthorised development in the Green Belt to enable the Government to assess the implementation of this policy.

In addition we will consider the recovery of a proportion of relevant appeals in the Green Belt for the Secretary of State's decision to enable him to illustrate how he would like his policy to apply in practice. Such appeals will be considered for recovery under the criterion set out in 2008: "There may on occasion be other cases which merit recovery because of the particular circumstances."

After six months we will review the situation to see whether it is delivering our objective of protecting land from intentional unauthorised development.

The National Planning Policy Framework makes clear that most development in the Green Belt is inappropriate and should be approved only in very special circumstances. Consistent with this, this Statement confirms the government's policy that, subject to the best interests of the child, personal circumstances and unmet need are unlikely to clearly outweigh harm to the Green Belt and any other harm so as to establish very special circumstances.

This statement has also been made in the House of Commons: HCWS423

Southern Staffordshire and Northern Warwickshire Gypsy and Traveller Accommodation Assessment

Final report

Philip Brown, Lisa Hunt and Jenna Condie Salford Housing & Urban Studies Unit University of Salford

Pat Niner

Centre for Urban and Regional Studies University of Birmingham

February 2008





About the Authors

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The Salford Housing & Urban Studies Unit is a dedicated multi-disciplinary research and consultancy unit providing a range of services relating to housing and urban management to public and private sector clients. The Unit brings together researchers drawn from a range of disciplines including: social policy, housing management, urban geography, environmental management, psychology, social care and social work.

Study Team

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Steering group

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Acknowledgements

This study was greatly dependent upon the time, expertise and contributions of a number of individuals and organisations without whom the study could not have been completed. Members of the project steering group provided guidance and assistance throughout the project and thanks must go to all of them for their support to the study team throughout the duration of the project.

Special thanks are also due to all those who took the time to participate in the study, helped organise the fieldwork and provided invaluable information and support in the production of this report.

Particular thanks must, of course, go to the many Gypsies and Travellers who found the time to talk to us and answer our questions in a full, honest and patient manner. It is hoped that this report is able to accurately reflect their experiences and needs.

This report is based on research undertaken by the study team and the analysis and comment thereafter does not necessarily reflect the views and opinions of the research commissioning authorities or any participating stakeholders and agencies. The authors take responsibility for any inaccuracies or omissions in the report.

Executive Summary

The Study

- 1. Recent legislation and guidance from the government has indicated a commitment to taking steps to resolve some of the long-standing accommodation issues for members of the Gypsy and Traveller communities. This legislation has an overarching aim of ensuring that members of the Gypsy and Traveller communities have equal access to decent and appropriate accommodation options akin to each and every other member of society. As a result, a number of Gypsy and Traveller Accommodation Assessments (GTAAs) are now being undertaken across the UK, as local authorities respond to these new obligations and requirements.
- 2. A number of local authorities across the Southern Staffordshire and Northern Warwickshire area (Rugby Borough Council, Lichfield District Council, South Staffordshire Council, Nuneaton and Bedworth Borough Council, Cannock Chase District Council, North Warwickshire Borough Council and Tamworth Borough Council¹) commissioned this assessment in May 2007. The study was conducted by a team of researchers from the Salford Housing & Urban Studies Unit (SHUSU) at the University of Salford and assisted by staff at the Centre for Urban and Regional Studies (CURS) at the University of Birmingham. The study was greatly aided by research support and expertise provided by members of the Gypsy and Traveller communities. The study was managed by a Steering Group composed of officers representing the Partner Authorities.
- 3. The assessment was undertaken by conducting:
 - A review of available literature, data and secondary sources;
 - A detailed questionnaire completed by housing and planning officers;
 - Consultations with key stakeholders; and
 - A total of 133 interviews with Gypsies and Travellers from a range of tenures and community groups.

Background

4. Following the Housing Act 2004, local authorities have been preparing to develop and implement strategies to respond to the accommodation needs of the Gypsy and Traveller communities living in their areas as part of their wider housing strategies and the Regional Housing

¹ For ease, these are referred to only by the borough, district or city name throughout this document.

Strategy (RHS). Gypsy and Traveller Accommodation Assessments (GTAAs) are designed to provide the evidence needed to inform these strategies. However, as well as presenting evidence and information on accommodation needs at an immediate local level, the evidence collected and analysis produced have a wider regional role. The assessment of accommodation need and pitch requirements are also to be fed into the Regional Planning Body (RPB), in this case the West Midlands Regional Assembly (WMRA), for inclusion into the Regional Spatial Strategy (RSS). The RSS then specifies pitch numbers required (but not their location) for each local planning authority (LPA) in light of the GTAAs conducted and a strategic view of need, supply and demand across the region is taken. The local planning authority's Development Planning Document (DPD) then identifies specific sites to match pitch numbers from the RSS.

Main Findings

Local Gypsies and Travellers and accommodation provision

- 5. There is no one source of information about the size of the Gypsy and Traveller population in the Study Area. Our best estimate is that there are at least 1410 local Gypsies and Travellers.
- 6. There are **2 socially rented sites** in the Study Area (North Warwickshire and Nuneaton & Bedworth) together providing 38 pitches. These sites accommodate 103 individuals. All residents have access to amenity blocks, WC and a water supply. Having taken over management of the site in Nuneaton & Bedworth, Warwickshire County Council now manages both sites. Very few of the residents had positive views about these sites, with site facilities and design viewed particularly negatively. Both Rugby and Nuneaton & Bedworth have plans to increase the number of socially rented pitches within their districts.
- 7. There are **34 authorised private sites** in the Study Area, together providing an estimated 214 pitches. The provision of authorised pitches is scattered throughout all local authorities (with the exception of Tamworth) with particular concentrations in South Staffordshire, Rugby and Nuneaton & Bedworth. It is estimated that around two-thirds of these pitches (68%) are rented. Most respondents on private sites reported access to WC, postal service, rubbish collection, a water supply and an electric supply. Respondents on private sites had, on average, 1.3 caravans per household with the vast majority commenting that this gave them enough space. Respondents on private sites were generally much more satisfied with their accommodation than were households on socially rented sites. However, it was noted that there may be some overcrowding on private sites, i.e. too many trailers for the space allowed.

- 8. There are **9 unauthorised developments** (land owned by Gypsies and Travellers but developed without planning permission) within the Study Area. These developments accommodated approximately 39 separate households. Due to their undeveloped nature, access to facilities on these sites was poorer than on authorised sites. However, most households that were consulted with as part of the assessment had access to WC, rubbish collection, water and a postal service. Most households also had access to an amenity block. The tenure arrangements on these sites were unclear.
- 9. There are **4 Travelling Showpeople Yards** which are all privately owned or privately rented and all were used for residential purposes. Interviews took place on three out of the four yards. It was clear that some of these yards required regularisation and permanency. There was also a need for more accommodation for Travelling Showpeople in the Study Area.

Unauthorised encampments

- 10. The Caravan Count in January 2007 recorded 21 caravans on unauthorised encampments (on land not owned by Gypsies and Travellers). Records kept by the local authorities show that the Study Area experienced around 47 encampments over the previous full calendar year (2006) which was seen by the local authorities as a similar level for previous years, and 26 encampments over the period of assessment (June–October 2007). The average encampment size was just over 5 caravans. Most encampments stayed for a relatively short period of time with the average duration being just under 3 weeks. Most of the encampments occurred in Rugby, Cannock Chase and Nuneaton & Bedworth.
- 11. A total of 9 interviews were carried out with people on unauthorised encampments. The average number of caravans owned by households on unauthorised encampments was 1.3, with around 3.5 people living in each caravan. Most households felt that they had enough living space for their needs although for some, affordability provided a major barrier to achieving more space.
- 12. Access to facilities was largely restricted for households on unauthorised encampments with just one respondent able to access basic facilities such as water and WC.
- 13. No respondents on unauthorised encampments had a base elsewhere.

Gypsies and Travellers in bricks and mortar housing

14. All authorities with the exception of South Staffordshire and Rugby make specific reference to Gypsies and Travellers in their local authority housing strategies. The inclusion of Gypsies and Travellers in homelessness and BME housing strategies is less consistent. No local

authority was able to quantify the number of Gypsies and Travellers in social or private bricks and mortar housing. From information gathered via Warwickshire County Council and from fieldwork experience it is estimated that there are at least 47 families in housing within the Study Area – however, it is acknowledged that this is probably a significant underestimate.

- 15. We interviewed 23 households living in bricks and mortar housing across the Study Area. Around two-thirds of Gypsies and Travellers were tenants of some kind (both council and private), the remaining households being owner-occupiers. Almost a fifth of households still retained a trailer. The vast majority of respondents viewed their house positively. Two-thirds of respondents had lived in their accommodation for a number of years a fifth for 5 years and over. Just 2 respondents were planning to leave the house in the near future. A third of households thought they would remain in the house indefinitely. The remainder did not know.
- 16. Family reasons, health, education and a lack of sites were all given as major reasons which stimulated a move into housing.
- 17. A quarter of all respondents had lived in a house at some point in the past. Just over a third of these viewed it as a positive experience, with nearly half viewing bricks and mortar living in a negative light. Respondents tended to cite marriage, cultural reasons or feelings of being enclosed and constrained as reasons for leaving bricks and mortar housing.

Characteristics of local Gypsies and Travellers

18. The survey of Gypsies and Travellers identified some of the important characteristics of the local population.

Household size is significantly larger than in the settled/non-Traveller population at 3.6 persons across the whole sample.

A significant minority of the sample (12%) were households over 60 years of age.

Young families are the predominant household type in the Study Area as a whole. However, there are a significant number of single households on the socially rented sites.

The majority of Gypsies and Travellers in trailers and in housing can be seen to belong, in some way, to the Study Area.

The majority of respondents, nearly three-quarters, felt they were 'local' to the area they were residing in. 'Family connections' was the main reason given when respondents were asked why they were living where they were.

The local population includes diverse ethnic groups. Romany Gypsy is the largest ethnic group (68%), followed by Irish Travellers (18%), with much smaller numbers of others who described themselves as Showpeople, Welsh Gypsy or Traveller.

A third of school-age children do not regularly attend school or receive home education. Children on unauthorised encampments and socially rented sites had the poorest attendance levels.

The Gypsy and Traveller population was largely sedentary. However, around half of settled or authorised households still travelled seasonally – with some travelling more often than this. Feeling settled and poor health were the main reasons that were cited for not travelling.

Of those households who still travelled, around a quarter of respondents intended to engage in quite local travelling (within the local area, Study Area or West Midlands region) with a third planning to travel to other parts of the UK.

Self-employment was a major source of income for respondents with the type of work people engaged in including gardening/tree work, carpet related trades, uPVC and guttering and scrap.

Gypsies and Travellers and housing-related support

- 19. There were no Supporting People funded services targeted specifically for Gypsies and Travellers at the time of the assessment.
- 20. The kind of housing-related services Gypsies and Travellers expressed an interest in receiving assistance with included: accessing health care, claiming benefits, harassment issues, finding accommodation, support with planning and accessing legal services.
- 21. Over a third of respondents felt that they had experienced some form of harassment or discrimination as a result of being a Gypsy or a Traveller.

Accommodation preferences and aspirations

- 22. All households were asked whether there was anyone living with them who were likely to want their own accommodation over the next 5 years. Overall, 20 households reported that there was, which equated to 24 individuals who will require their own accommodation by 2012.
- 23. There was support for the creation of additional long-stay residential sites within the Study Area with a quarter of respondents interested in moving to a new residential site/pitch this included households who were currently accommodated on sites within the Study Area.

- Respondents voiced a preference for residential sites with pitch capacities of between 10 and 15 pitches.
- 24. Nearly a fifth of respondents wanted to see the development of more transit/short-stay sites in the Study Area. Interest in such sites was shown from households from all accommodation types. For households on authorised/settled accommodation the creation of more authorised short-stay accommodation would enable an increase in family visits and help to maintain the tradition of travelling. According to the views of Gypsies and Travellers who would use such sites, these should be around 10 pitches in size with a large number of people expecting to use the site for between 1 and 4 weeks.
- 25. Respondents were asked to comment on a range of differing accommodation types in order to ascertain their preferences. The clear preference was for a small private site which they/their family owned, followed by travelling around on authorised transit sites, followed by a site owned by the local authority. Living in a local authority or RSL house was the least favoured option.

Accommodation need and supply

- 26. Nationally, there are no signs that the growth in the Gypsy and Traveller population will slow significantly. The supply of additional authorised accommodation has slowed since 1994, but the size of the population of Gypsies and Travellers does not appear to have been affected to a great extent. Instead, the way in which Gypsies and Travellers live has changed, with increases in unauthorised accommodation, innovative house dwelling arrangements (living in trailers in the grounds of houses), overcrowding on sites and overcrowding within accommodation units (trailers, houses, chalets, etc.). In order to respond effectively and appropriately to the lack of suitable accommodation to meet the needs of Gypsies and Travellers, the regional planning body (West Midlands Regional Assembly) has the role of ensuring that all local authorities contribute to resolving the current shortage of authorised site accommodation in a strategic manner, which helps redress current imbalances in the pattern of provision, and enhances the sustainability of the Gypsy and Traveller site network.
- 27. The 'models' for assessing the numerical requirement for additional residential pitches have developed significantly over the past few years. The calculation used here is an adaptation of the example provided by the CLG.² The calculation for years 1–5 (2007–2012) takes account of need arising from the following indicators: expiry of temporary planning permissions, household growth, need from unauthorised developments, movement between sites and housing,

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² CLG (2007) *Gypsy and Traveller Accommodation Needs Assessments* – Guidance. London: HMSO.

need from closing sites, and need from households on unauthorised encampments. On the supply side, the calculation takes account of: pitch vacancies on socially rented sites, unused pitches and known/planned developments of sites/pitches. These calculations are estimates based on information drawn from: local authority information, knowledge of key stakeholders, survey findings and assumptions based on the professional experience of the study team.

- 28. Additional requirements beyond 2012 are based on estimated household growth. Following the principles used in the West Midlands Interim Statement on Gypsy and Traveller Policy this is assumed to be a 3% increase between 2012 and 2016, 2.5% each year between 2016 and 2021, and 2% each year between 2021 and 2026. This follows commonly accepted assumptions as to the growth of the population.³
- 29. Transit requirements (2007–2012) are calculated by the average number of households on unauthorised encampments seeking a transit/short-stay pitch in the area; an allowance for vacancies is included in order to manage their operation effectively. No further transit provision is estimated to be required beyond 2012 on the assumption that the level of travelling will not increase in the foreseeable future and other surrounding local authorities will also have developed appropriate transit options.
- 30. Requirements for the additional residential provision for Travelling Showpeople are estimated on the basis of survey findings and local authority information.
- 31. Because of the historical inequalities in pitch provision, Gypsies and Travellers have constrained choices as to where and how they would choose to live if they had real choice. So while choices for the non-Travelling community are generally much wider, as there is social housing available in every authority in the country, there are no local authority sites in 138 of the 353 local authorities in England, and only in 71 authorities is there more than one site. Some authorities have no authorised private sites. Over time, this has inevitably meant that Gypsies and Travellers have generally moved to areas they see as offering the best life chances, for example: an authority which provides a site; an authority which is perceived as having more private authorised sites than others; or, an authority that is attractive in some other way (slower enforcement, transport links, friends and family resident, etc.). Therefore, there is a tendency, when the need for additional accommodation is assessed, for the needs assessment to

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³ Household growth rates of 2% and 3% a year were suggested as appropriate in Pat Niner (2003) *Local Authority Gypsy/Traveller Sites in England*, ODPM. A 3% growth rate was also used in the recent report from Communities and Local Government (2007) Preparing Regional Spatial Strategy reviews on Gypsies and Travellers by regional planning bodies, HMSO. For more information see West Midlands: Interim Regional Statement on Gypsy & Traveller Policy https://www.wmra.gov.uk/page.asp?id=303.

further compound these inequalities in site provision. For example, authorities which already provide Gypsy and Traveller accommodation (publicly or privately) are assessed as having greater need for additional pitch provision than authorities with little or no pitch provision. This is compounded further the longer-term the assessment is made (i.e. to 2016).

32. As requested in the research brief, Gypsy and Traveller accommodation needs have been identified at a sub-regional and a local level. This has been done on a 'need where it is seen to arise' basis. However, the results of this apportionment should not necessarily be assumed to imply that those needs should be actually met in that specific locality. This distribution reflects the current uneven distribution of pitch provision and the Gypsy and Traveller population across the Study Area. Decisions about where need should be met should be strategic, taken in partnership with local authorities, the County Councils and the West Midlands Regional Assembly – involving consultation with Gypsies and Travellers and other interested parties – which will take into account wider social and economic planning considerations such as equity, choice and sustainability.

Table i below presents the 'needs where they arise' requirements.

Table i: Accommodation need arising from existing district level Gypsy and Traveller and Travelling Showpeople populations

	Study Area Total	Cannock Chase	Lichfield	North Warks	Nun & Bed	Rugby	S Staffs	Tamworth
Current authorised residential provision ⁴ (pitches)	261	44	2	24	37	66	88	0
Additional residential need 2007–2012 (pitches)	171	26	9	12	21	48	45	6
Additional residential need 2012–2016 (pitches)	53	9	1	5	7	14	16	1
Additional residential need 2016–2021 (pitches)	64	11	2	5	9	17	19	1
Additional residential need 2021–2026 (pitches)	57	10	2	5	7	15	17	1
Additional suggested transit need 2007–2026 (pitches) ⁵	35	5	5	5	5	5	5	5
Estimated total additional residential pitch need 2007–2026	345	60	14	27	44	94	97	9

Note: For pragmatic reasons these figures have been rounded up to the nearest whole pitch

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⁴ These are approximations of the provision (public and private) based on information obtained from the authorities during the course of the assessment. This includes Travelling Showpeople sites.
⁵ This is an illustration of the equitable split of the identified need. Transit requirements are

⁵ This is an illustration of the equitable split of the identified need. Transit requirements are particularly difficult to quantify with any accuracy. Consideration will need to be given to the appropriate number, size and distribution of transit pitches in each authority.

Recommendations

33. The overarching recommendation resulting from this assessment is that the authorities across the Study Area engage proactively to meet the accommodation needs that have been identified as a result of this assessment and that a strategic joined-up approach is taken. More specifically a number of recommendations have been made for the Partner Authorities – these can be found in the main report.

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Glossary

The following terms are used in this report and may need some clarification. In the case of those terms which are related to Gypsy and Traveller Accommodation and culture, it is noted that a number of these terms are often contested and debated. It is not the intention of the authors to present these terms as absolute definitions; rather the explanations provided are those the authors used in this assessment as their frames of reference.

Term	Explanation
Amenity block/shed	On most residential Gypsy/Traveller sites these are buildings where basic plumbing amenities (bath/shower, WC and sink) are provided at the rate of one building per pitch.
Authorised local authority site/ Registered Social Landlord site	An authorised site owned by either the local authority or a Registered Social Landlord.
Authorised Private site	An authorised site owned by a private individual (who may or may not be a Gypsy or a Traveller). These sites can be owner-occupied, rented or a mixture of owner-occupied and rented pitches.
Bricks and mortar	Permanent mainstream housing.
Caravan	Mobile living vehicle used by Gypsies and Travellers. Also referred to as trailers
Chalet	In the absence of a specific definition the term 'chalet' is used here to refer to single storey residential units which resemble mobile homes but can be dismantled.
Country People/Buffers	Term used by Irish Travellers to refer to settled people/non-Travellers.
Development Plan Documents (DPDs)	Documents which outline the key development goals of the Local Development Framework.
Doubling-up	To share a pitch on an authorised site.
Gaujo/Gorger	Literal translation that indicates someone who is not of the Romany Gypsy race. Romany word used mainly, but not exclusively, by Romany Gypsies to refer to members of the settled community/non- Gypsy/Travellers.
Green Belt	A policy or land use designation used to retain areas of largely undeveloped, wild, or agricultural land surrounding or neighbouring urban areas.
Gypsy	Members of Gypsy or Traveller communities. Usually used to describe Romany (English) Gypsies originating from India. This term is not acceptable to all Travellers.
Gypsies and Travellers (as used in this assessment)	Consistent with the Housing Act 2004, inclusive of: all Gypsies, Irish Travellers, New Travellers, Showpeople, Circus People and Gypsies and Travellers in bricks and mortar accommodation. Can also include Roma and boat dwellers if there is evidence of a need, suppressed or otherwise, for pitch accommodation.

Local Plan/Local Development Framework (LDF)	A set of documents which a Local Planning Authority creates to describe their strategy for development and use of land in their area of authority.
Mobile home	Legally classified as a caravan but not usually moveable without dismantling/or lorry.
Pitch/plot	Area of land on a site/development generally home to one household. Can be varying sizes and have varying caravan occupancy levels. Referred to as a plot particularly in relation to Travelling Showpeople. There is no agreed definition as to the size of a pitch.
Pulling-up	To park a trailer/caravan .
Settled community/people	Reference to non-Travellers (those that live in houses)
Site	An authorised area of land on which Gypsies and Travellers are accommodated in trailers, chalets or vehicles. Can contain one or multiple pitches.
Static caravan	Larger caravan rather than the 'tourer' type. Can be moved but only with the use of a large vehicle. Often referred to simply as a trailer.
Stopping place	Locations frequented by Gypsies and Travellers, usually for short periods of time.
Supporting People	A funding programme which provides grants in order to assist in the provision of housing-related support to develop and sustain an individual's capacity to live independently in their accommodation.
Suppressed/concealed household	Households, living within other households, who are unable to set up separate family units and who are unable to access a place on an authorised site, or obtain or afford land to develop one.
Trailer	Term commonly used by Gypsies and Travellers to refer to a moveable caravan.
Transit site	Site intended for short stays. Such sites are usually permanent, but there is a limit on the length of time residents can stay.
Travelling Showpeople	Commonly referred to as Showmen, these are a group of occupational Travellers who work on travelling shows and fairs across the UK and abroad.
Unauthorised Development	This refers to a caravan or trailer or group of caravans or trailers on land owned (possibly developed) by Gypsies and Travellers without planning permission.
Unauthorised Encampment	Stopping on private/public land without permission (e.g. at the side of the road).
Yard	Term used by Travelling Showpeople to refer to a site.

List of Acronyms

Note: Over the last few years the main Governmental department largely responsible for Gypsy and Traveller related issues (in particular regarding housing and planning) has been subject to a certain degree of reform. This can cause confusion. The main changes are summarised below.

Until 2001 the **Department for Environment, Transport and the Regions (DETR)** was the responsible department for these issues. In 2001 responsibility was passed to the **Department for Transport, Local Government and the Regions (DTLR)**. In 2002 the **Office of the Deputy Prime Minister (ODPM)** took control of these issues (within which the Gypsy and Traveller Unit was founded) with this being replaced by the **Department for Communities and Local Government (CLG)** in 2006.

1. Overview

1.1 This report presents the findings of an assessment of the accommodation needs of Gypsies and Travellers across the Southern Staffordshire and Northern Warwickshire area. The research and report were commissioned by a number of partner authorities (Rugby Borough Council, Lichfield District Council, South Staffordshire Council, Nuneaton and Bedworth Borough Council, Cannock Chase District Council, North Warwickshire Borough Council and Tamworth Borough Council⁶) in May 2007. The study was conducted by a team of researchers from the Salford Housing & Urban Studies Unit (SHUSU) at the University of Salford and assisted by staff at the Centre for Urban and Regional Studies (CURS) at the University of Birmingham. The study was greatly aided by research support and expertise from members of the Gypsy and Traveller communities. The study was managed by a Steering Group composed of officers representing the Partner Authorities.

Background and study brief

- 1.2 Enshrined within the Caravan Sites Act 1968 was a duty upon local authorities to provide sites to Gypsies and Travellers residing in their boroughs. As a result of the measures contained within the Criminal Justice and Public Order Act 1994, this duty was removed. Over the subsequent years, coupled with continued migration, travelling patterns and household formation, this has meant that the number of Gypsies and Travellers requiring authorised places to live/stop far outweighs the number of authorised pitches available. In addition to the lack of available authorised pitches, Gypsies and Travellers have also found gaining planning permission a major obstacle to providing a pitch for themselves and their families. Those Gypsies and Travellers who can afford to buy land are frequently in breach of planning laws when they attempt to develop that land for residential use. Subsequently, they find themselves subject to enforcement action and are often evicted, frequently resorting to the use of further unauthorised land/accommodation.
- 1.3 Under Section 8 of the Housing Act 1985, local authorities are required to consider the various accommodation needs of the local population and to carry out periodic reviews in order to provide relevant and appropriate provision to meet these needs. Recent legislation (Housing Act 2004 and Planning and Compulsory Purchase Act 2004) and guidance (Circular 01/2006;04/2007) from the government indicates a commitment to taking steps to resolve some of these long-standing issues for members of the Gypsy and Traveller communities. This legislation has an overarching aim of ensuring that members of the Gypsy and Traveller communities have equal access to decent and

⁶ For ease, these are referred to only by the borough, district or city name throughout this document.

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- appropriate accommodation options akin to each and every other member of society.
- 1.4 Following the Housing Act 2004, local authorities have been preparing to develop and implement strategies to respond to the accommodation needs of the Gypsy and Traveller communities living in their areas as part of their wider housing strategies and the Regional Housing Strategy (RHS). Gypsy and Traveller Accommodation Assessments (GTAAs) are designed to provide the evidence needed to inform these strategies. However, as well as presenting evidence and information on accommodation needs at an immediate local level, the evidence collected and analysis produced has a wider regional role. The assessment of accommodation need and pitch requirements are also to be fed into the Regional Planning Body (RPB), in this case the West Midlands Regional Assembly (WMRA), for inclusion into the Regional Spatial Strategy (RSS). The RSS then specifies pitch numbers required (but not their location) for each local planning authority (LPA) in light of the GTAAs produced, and a strategic view of need, supply and demand across the region is taken. The local planning authority's Development Planning Document (DPD) then identifies specific sites to match pitch numbers from the RSS.
- 1.5 Each DPD is subject to examination in public, and one of the tests of soundness will be whether it is founded on robust and credible evidence: data received from GTAAs are fundamental in providing such an evidence base for the RHSs and RSSs.
- 1.6 The regional dimension is intended to ensure that all local authorities contribute to resolving the current shortage of authorised site accommodation in a strategic manner, which helps redress current imbalances in the pattern of provision, and enhances the sustainability of the Gypsy and Traveller site network. Such a strategic approach will contribute to meeting the Government's objective⁷ that 'Gypsies and Travellers and the settled community should live together peacefully', and to the greater social inclusion of Gypsies and Travellers, who are among the most deprived groups in the population.
- 1.7 The vast majority of Gypsy and Traveller Accommodation Assessments (GTAAs) across England are either completed or in progress. Guidance from Communities and Local Government (CLG) required that all GTAAs were completed by the end of 2007.
- 1.8 In order to comply with the CLGs' increasing emphasis on taking regional strategic approaches, and also recognising the diverse characteristics of the Gypsy and Traveller populations, it is considered

⁷ ODPM (2006) Local authorities and Gypsies and Travellers: Guide to responsibilities and powers, ODPM, p. 5.

http://www.communities.gov.uk/pub/400/LocalAuthoritiesandGypsiesandTravellersGuidetoresponsibilitiesandpowersPDF223KB id1163400.pdf

good practice for several authorities to commission such work jointly. Thus, for the Partner Authorities this study aims to generate a robust sub-regional understanding of the current provision, gaps and accommodation needs of Gypsies and Travellers across the Study Area.

Aims of the assessment

- 1.9 The broad aims and objectives of the study were to:
 - Produce detailed information about local Gypsies and Travellers in relation to their demographic profile, household formation, current accommodation needs, accommodation related service and support needs, routes into accommodation and barriers to accessing services.
 - Assess the current and future need within the Travelling Communities in the Study area for learning, health services and other services provided by local authorities and their partner organisations.
 - Increase understanding of the current level of access to services and identify any barriers to access and then consider how services may best be provided to meet Gypsies' and Travellers' needs.
 - Generate reliable estimates of future accommodation need.
 - Assess the relevance of the policies and strategies in relation to Gypsies and Travellers used by the Partner authorities.

A note on terminology

Gypsies and Travellers

- 1.10 Defining Gypsies and Travellers is not straightforward. Different definitions are used for a variety of purposes. At a very broad level the term 'Gypsies and Travellers' is used by non-Gypsies and Travellers to encompass a variety of groups and individuals who have a tradition or practice of nomadism in common. More narrowly, both Gypsies and Irish Travellers are recognised minority ethnic groupings.
- 1.11 At the same time, Gypsies and Travellers have been defined for accommodation and planning purposes. The statutory definition of Gypsies and Travellers for Gypsy and Traveller Accommodation Assessment required by the Housing Act 2004 is:
 - (a) persons with a cultural tradition of nomadism or of living in a caravan; and

- (b) all other persons of a nomadic habit of life, whatever their race or origin, including:
 - (i) such persons who, on grounds only of their own or their family's or dependant's educational or health needs or old age, have ceased to travel temporarily or permanently; and
 - (ii) members of an organised group of travelling showpeople or circus people (whether or not travelling together as such).
- 1.12 There is a separate definition for planning purposes as specified in ODPM Circular 01/2006 which offers a narrower definition and excludes Travelling Showpeople.
- 1.13 This assessment has adopted the Housing Act 2004 definition and has sought to be inclusive in the Gypsy and Traveller groupings. More specifically we sought to include all Gypsies and Travellers (including New Travellers) living in caravan-based accommodation or bricks and mortar housing. As the Housing Act 2004 definition indicates, we have also sought to include Travelling Showpeople living on their permanent base within the Study Area.

Housing/accommodation need

- 1.14 Crucially, for Gypsies and Travellers, the definition of housing need is varied slightly to acknowledge the different contexts in which members of these communities live. The general definition of housing need is "households who are unable to access suitable housing without some financial assistance", with housing demand defined as "the quantity of housing that households are willing and able to buy or rent." 8
- 1.15 In recognising that in many cases these definitions are inappropriate for Gypsies and Travellers, the guidance on Gypsy and Traveller Accommodation Assessments refers to distinctive requirements that necessitate moving beyond the limitations of the definition for both caravan dwellers and those in bricks and mortar housing. For caravandwelling households, need may take the form of those:⁹
 - who have no authorised site on which to reside;
 - whose existing site accommodation is overcrowded or unsuitable, but who are unable to obtain larger or more suitable accommodation; and,

⁹ CLG (2007) *Gypsy and Traveller Accommodation Needs Assessments* – Guidance. London: HMSO.

⁸ODPM (2006) Definition of the term 'Gypsies and Travellers' for the purposes of the Housing Act 2004. Consultation Paper, February, London: HMSO.

- who contain suppressed households who are unable to set up separate family units and are unable to access a place on an authorised site, or obtain or afford land to develop one.
- 1.16 In the context of bricks and mortar dwelling households, need may take the form of:
 - those whose existing accommodation is overcrowded or unsuitable (including unsuitability by virtue of psychological aversion to bricks and mortar accommodation).
- 1.17 This assessment has used a definition of accommodation need which encompasses all the circumstances detailed above.

Outline of the report

1.18 Gypsy and Traveller Accommodation Assessments are a relatively new tool to assist in the efforts made by local authorities and stakeholders to understand and gain knowledge on the needs, experiences and context of a collection of individuals who have often featured rarely in, or on the margins of, other similar assessments. The information available pertaining to Gypsies and Travellers is often spread across a wide range of issues and held by a diverse group of departments and agencies. Thus, the collection and collation of this information entails a systematic process and this is reflected in the structure of this report.

Chapter 1 sets the background to the needs assessment, the aims of the assessment and a comment on the terms 'Gypsy and Traveller' and 'Housing/accommodation need'.

Chapter 2 presents details of the methodological process and research methods involved in the assessment as well as a commentary on the sampling strategy and sampling issues.

Chapter 3 sets the legislative and policy context for the assessment at a national, regional and local level.

Chapters 4 and 5 provide some detailed analysis of the local Gypsy and Traveller population by looking at the bi-annual Caravan Count for the area and the characteristics of the sample involved in the assessment.

Chapter 6 looks at the findings relating to authorised social and private Gypsy and Traveller sites in relation to management information, geographical location and resident views.

Chapter 7 examines the findings relating to planning and the unauthorised development of Gypsy and Travellers sites.

Chapter 8 provides an analysis of unauthorised encampments including a detailed exploration of the views of households on unauthorised encampments.

Chapter 9 looks at Gypsies and Travellers in private and social bricks and mortar housing with particular attention to local authority policies relating to Gypsies and Travellers in housing, numbers in housing and views from the housed Gypsy and Traveller population about their accommodation.

Chapter 10 brings together a range of findings to explore housing/related services and how they are provided for, experienced and viewed by Gypsies and Travellers, with chapter 11 exploring education, employment and health issues.

Chapters 12 and 13 examine the accommodation histories and aspirations of the Gypsy and Traveller population.

Chapter 14 looks at the specific findings in relation to Travelling Showpeople.

Chapters 15–17 bring together data on the supply of and need for Gypsy and Traveller residential and transit pitches and pitches for Travelling Showpeople. These chapters comment on the type, level and broad location of the accommodation needed.

Finally, Chapter 18 sets out some recommendations based on the assessment for future work on site provision, housing policy and other policy and practice areas.

2. The assessment methodology

- 2.1 Draft practice guidance for local authorities undertaking Gypsy and Traveller Accommodation Assessments was released by the ODPM (now CLG) in February 2006, with final guidance provided in late 2007. Specialised guidance and assessments were felt to be required as many local authority housing needs assessments were previously failing to assess or identify the needs of Gypsies and Travellers. The Guidance explains why assessments are needed, how authorities might go about conducting an assessment and issues to consider. The Guidance is non-prescriptive in terms of methods but suggests that Gypsy and Traveller Accommodation Assessments incorporate a number of components. Such components include analysing existing data sources, the experiences and knowledge of key stakeholders, and the living conditions and views of Gypsies and Travellers.
- 2.2 This assessment was undertaken in three distinct stages:
 - Stage one collation and review of existing secondary information
 - Stage two consultation with service providers and other stakeholders
 - Stage three survey with Gypsies and Travellers across the Study Area.
- 2.3 Each of these stages is described in more detail below.

Stage one: Collation and review of existing secondary information

- 2.4 This first stage comprised a review of the available literature and secondary sources obtained from government (central and local) and regional, community and academic bodies. This provided an historical, social and political overview to the situation of Gypsies and Travellers in the Study Area. More specifically this included the collection, review and synthesis of:
 - The bi-annual Count of Gypsy and Traveller Caravans.
 - Local plans, Regional and Core Strategy documents and other literature relevant to Local Development Frameworks. Housing Strategies, Homelessness Strategies and Supporting People strategies were analysed as were local authority allocation and monitoring procedures.
 - Various records and data maintained and provided by the local authorities. Information was obtained on: socially rented sites; private sites; resident demographics; waiting lists; unauthorised sites (developments and encampments); housing; and planning applications.

2.5 Much of this information was collected via an extensive self-completion questionnaire aimed at each authority, and joint-working between housing, planning, health and education was required in order to provide a completed questionnaire. Two versions of the questionnaire were developed. Version A was sent to authorities thought not to have a local authority site (from information from the bi-annual Caravan Counts). Version B went to authorities with a local authority site, and additionally asked for information about the nature of the site and its management. All local authorities completed this questionnaire.

Stage two: Consultation with service providers and other stakeholders

- 2.6 The second stage involved gathering the views of various service providers and other stakeholders and drew on their experience and perceptions of the main issues for Gypsies and Travellers. This stage was a vital way in which initial findings could be checked and set in context by the qualitative experience of stakeholders.
- 2.7 A number of one-to-one consultations were held with a variety of other stakeholders, most of whom were recommended to the research team by either the Steering Group or by key stakeholders we came into contact with during the course of the assessment.
- 2.8 These discussions were largely structured around three broad issues:
 - The particular experiences that certain professionals have in relation to the accommodation and related needs of Gypsies and Travellers across the Study Area;
 - The current working practices of different professionals in relation to Gypsies and Travellers across the Study Area; and
 - Stakeholder perspectives on what the priority needs are for Gypsies and Travellers across the Study Area.
- 2.9 Where required, these discussions were more focused upon clarifying information provided during stage one.

Stage three: Survey with Gypsies and Travellers.

2.10 One of the most important aspects of the assessment involved consulting with local Gypsies and Travellers. This took place between June and October 2007. These consultations took the form of face-to-face interviews and focus groups in order to gather information about their characteristics, experiences, accommodation and related needs and aspirations. The survey with Gypsies and Travellers is discussed below under three sections: sampling strategy and response rates; questionnaire design; and fieldwork and interviewers.

Sampling and response rates

- 2.11 Sampling Gypsy and Traveller households for Gypsy and Traveller Accommodation Assessments is always problematic given the absence of accurate information concerning the size and location of the Travelling communities. As such the sampling technique for the assessment was purposive rather than purely random. The sampling strategy for the assessment differed depending upon the particular accommodation type currently inhabited by Gypsies and Travellers in the Study Area.
 - For households on socially rented sites, authorised private sites and unauthorised developments we compiled a sample frame from information provided by the local authorities about all known sites within the Study Area. We endeavoured to interview at least one household on all these sites. Where there was more than one pitch on a site a quota for the interviews was set. The quota set was to complete interviews with at least 50% of the occupied pitches on such sites. Repeat visits were made to locations in order to achieve interviews if households were away from the site, if it was not convenient for the household in question or if the fieldworkers ran out of time. Households on private sites were particularly difficult to engage with however because of the large number of private sites within the Study Area; repeated visits were made to sites by both members of the core team and Community Interviewers to attract participation in the study.
 - For households on unauthorised encampments, local authority
 officers from all boroughs were encouraged to inform the fieldwork
 team when and where encampments occurred during the fieldwork
 period. Visits were made to all sites of which the team was notified.
 Although the fieldwork team generally arrived at an encampment
 site within 24 hours after notification, the fieldwork team had varied
 success in securing interviews with households on encampments.
 There were two main reasons for this: a number of households
 were reluctant to be interviewed and sites were often vacated
 before the interviewers arrived.
 - As the population of Gypsies and Travellers in bricks and mortar housing is relatively hidden from official records, there was no sample frame from which to identify people. Therefore, in order to engage with housed Gypsies and Travellers the fieldwork team relied on two main methods: contacts of Gypsies and Travellers who had already been interviewed as part of the assessment; and the contacts of the Gypsy and Traveller Community Interviewers on the fieldwork team.
 - Contact with Travelling Showpeople was made possible by links provided by the local section of the Showmen's Guild.

- 2.12 A total of 133 Gypsy and Traveller households were involved in the assessment within the boundaries of the authorities comprising the Study Area.
- 2.13 Table 1 below shows the target and achieved number of household interviews by each accommodation type. The targets were devised from information supplied by the authorities and informed by local knowledge as to actual pitches/households in the area. As can be seen, three of the targets for accommodation type were achieved and exceeded. In spite of the general apathy towards involvement, a response rate of 85% was received from households on private sites. In general, the exceeding or otherwise of targets tends to be a reflection of the difficulty in setting initial quotas for interviews in the current climate of information paucity on Gypsies and Travellers rather than a lack of willingness to be involved. This is particularly the case for households on unauthorised developments where our target number of interviews was based on information provided by the local authority as to the size of the site, which did not reflect the actual number of households living on the site due to problems relating to the difficultly of defining a pitch on an undeveloped site. Similarly, the aspirational target of 50 interviews with households in bricks and mortar housing reflects the pre-fieldwork belief of the authors that the Study Area had a significant number of Gypsies and Travellers in housing in the Study Area. Whilst this may still be the case, this was not reflected in operational experiences possibly due to problems of accessing this often hidden section of the population.

Table 1: Achieved household interviews by target

Type of accommodation	Target (No.)	Achieved (No.)	%
Socially rented sites	15	17	113
Private authorised sites	84	71 ¹⁰	85
Unauthorised developments	20	8	40
Unauthorised encampments	9	9	100
Housed	50	23	46
Travelling Showpeople	4	5	125
Total	182	133	73

2.14 Table 2 below illustrates how the assessment sample relates to the known number of pitches and estimated population by accommodation type. As can be seen, the majority of known sites are represented. Although we endeavoured to include all known sites during the survey a number of private sites are not represented. The reasons for this include an inability to locate the site, an inability to access the site (in terms of physical barriers) or the resident simply declining to be involved in the study. Although we achieved a high response rate on unauthorised developments, the low number of achieved household interviews reflects the finding that in general, on unauthorised

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¹⁰ This includes one household who did not own or rent a pitch but who were visiting family on a private site but had accommodation elsewhere.

developments the one household whom the fieldwork team managed to consult with acted as a gatekeeper/spokesperson to the rest of the site residents, thus prohibiting further access to all households on the site.

Table 2: Sample in relation to local Gypsy and Traveller population

Type of	Nur	Number of sites			Number of pitches/households			
accommodation	Total	Sample	%	Total	Sample	%		
Socially rented sites	3 ¹¹	2	67	28 ¹²	17	61		
Private authorised sites	33	27	82	210	71	34		
Unauthorised developments	9	7	78	40 ¹³	8	20		
Unauthorised encampments	NA	NA	NA	914	9	100		
Housed	NA	NA	NA	50 ¹⁵	23	46		
Travelling Showpeople	4	3	75	10 ¹⁶	5	50		

2.15 Table 3 shows this response rate by local authority area. The distribution of the sample appears to reflect the anticipated known location of concentrations of Gypsies and Travellers by accommodation types with most interviews being carried out in Rugby and South Staffordshire followed by Cannock Chase and Nuneaton & Bedworth. No interviews were achieved with Gypsies and Travellers living within Tamworth – however, this is not the same as saying that no Gypsies and Travellers live in the district. It should be noted that 3 interviews were conducted with households on private sites in one local authority area; however, the Community Interviewers who conducted these interviews were unclear about which administration these households fell under.

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¹¹ One site was not occupied at the time of the assessment.

¹² This represents pitches which were open at the time of the assessment; a total of 10 pitches were closed.

¹³ This is an estimate based on the information provided by the local authority about the size of the sites. Near the end of the assessment one of the unauthorised developments in South Staffordshire was granted temporary permission for 4 years, becoming an authorised private site. Information relating to unauthorised developments, planning, private sites and additional requirements is based on this up-to-date information. However, the figure in this chapter remains unchanged in order to accurately reflect the status quo during fieldwork.

¹⁴ This estimate is based on the average number of encampments in the area over five periods of the Caravan Count and divided by a 1.7 caravan to household ratio. The local authorities and Warwickshire County council reported a combined total of 26 encampments during the period of assessment.

¹⁵ This figure was an estimate based on pre-fieldwork understanding of the Study Area.

¹⁶ This figure is estimated from the information provided by local authorities.

Table 3: Number of achieved interviews by local authority area

		Local authority area							
Accommodation Type	Cannock Chase	Lichfield	N War	Nun & Bed	Rugby	S Staffs	Tamworth	Unknown	Total
Socially rented sites	_	_	6	11	_	_	_	_	17
Private authorised sites	10	1	-	-	29	28	-	3	71
Unauthorised developments	-	1	1	1	2	3	-	-	8
Unauthorised encampments	4	-	-	-	5	-	-	-	9
Housed	7	-	1	8	5	2	-	-	23
Travelling Showpeople	2	-	_	2	-	1	-	-	-
Total	23	2	8	22	41	34	-	3	133

- 2.16 In terms of the gender split between interviewees, we spoke to 109 women (82%) and 24 men (18%). The greater presence of women in the sample reflects a general finding from Gypsy and Traveller Accommodation Assessments which seems to show that women are most likely to speak to researchers/interviewers. In recognising this, however, we endeavoured to undertake fieldwork outside of normal working hours, which assisted in engaging with a small number of male respondents as well.
- 2.17 Overall, we believe that the findings for the assessment are based on reliable and reflective response rates from accommodation types and geographical areas within the Study Area with some potential gender bias in the responses. We consulted with around 38% of the known Gypsy and Traveller community across the Study Area.

Questionnaire design

- 2.18 All interviews with Gypsy and Traveller households utilised a structured questionnaire upon which questions were routed according to the appropriate accommodation type. Questions were a mixture of tick-box answers and open-ended questions. This mixed approach enabled us to gather quantifiable information but also allowed for contextualisation and qualification by the more narrative responses. Each survey contained the following sections:
 - Current accommodation/site/encampment;
 - Experience of travelling;
 - Housing and site experiences;
 - Household details:

- Services; and
- Future accommodation preferences/aspirations.
- 2.19 Following consultation with Gypsies and Travellers, questions around income and benefits were excluded as these were seen to potentially jeopardise the ability to achieve interviews in the Study Area due to alienation that such questions can cause within the communities.
- 2.20 The questionnaires used in the assessment are available in a separate document entitled 'Survey Instruments'.

Fieldwork and interviewers

- 2.21 In addition to the involvement of SHUSU fieldwork staff was that of the Gypsy and Traveller Community Interviewers, from both inside and outside the Study Area; this was of crucial importance to engaging as effectively as possible with the Gypsy and Traveller population. A small number of Gypsies and Travellers were recommended to us and these volunteered to become Community Interviewers. In total, three members of the Gypsy and Traveller community were involved in the assessment as Community Interviewers.
- 2.22 In order to standardise our fieldwork approach, each interviewer was required to undergo an intensive training course on interviewer skills applicable to this particular study and was provided with support from the core study team members during their interviewing activity. Each questionnaire which was returned to us was subject to quality control, and appropriate feedback was given to the interviewers as required. By taking this approach we found we were able to access a range of people that would otherwise have not been included in the assessment, such as 'hidden' members of the community (older people or people living in bricks and mortar housing), and those people who were uncomfortable talking to non-Travellers.
- 2.23 Broadly speaking, SHUSU staff had particular success interviewing people on local authority sites and unauthorised encampments, whereas the Community Interviewers had much better responses with households on unauthorised developments, private sites and in bricks and mortar accommodation.
- 2.24 Where possible, on local authority sites, interviewers were introduced on site by local authority officers who work with Gypsies and Travellers in the area. However, this tended not to be possible on other types of sites/accommodation.
- 2.25 It must be noted that the Study Area and areas immediately surrounding the Study Area experienced significant flooding during the summer of 2007. This may have affected the fieldwork in two main ways. Firstly, it affected the ability of interviewers to travel to, and within, the Study Area. Secondly, it is impossible to know if the weather

increased or decreased the number of encampments likely to feature. It may be that the Study Area experienced fewer encampments than usual or, instead, saw deflected unauthorised encampments arriving within the Study Area. However, we do not feel that either of these two aspects has affected the reliability of the fieldwork.

3. National, regional and local policy context

3.1 For the most part Gypsies and Travellers are affected by legislation in much the same way as members of the non-Travelling communities. However, it is the policy areas of housing and planning that have particular implications for Gypsies and Travellers. In recognising that there is a significant lack of accommodation options for the various Gypsy and Traveller groups, a plethora of documents have been published over the last 18 months, which directly affect specific policies towards Gypsies and Travellers. This section looks at the relevant national, regional and local planning policies affecting Gypsies and Travellers at the time of the assessment.

National policy

- 3.2 The main document detailing the broad aims of the current policy towards the accommodation and planning objectives for Gypsies and Travellers is Circular 01/06. In particular, this specifies that the aims of the legislation and policy developments are to:
 - ensure that Gypsies and Travellers have fair access to suitable accommodation, education, health and welfare provision;
 - reduce the number of unauthorised encampments;
 - increase the number of sites and address under-provision over the next 3–5 years;
 - protect the traditional travelling way of life of Gypsies and Travellers:
 - underline the importance of assessing accommodation need at different geographical scales;
 - promote private site provision; and
 - prevent Gypsies and Travellers becoming homeless, where eviction from unauthorised sites occurs and where there is no alternative accommodation.
- 3.3 An overview of the process and system for ensuring adequate provision is implemented for Gypsies and Travellers was detailed in Chapter 1 of this report.
- 3.4 In September 2007, revised planning guidance in relation to the specific planning requirements of Travelling Showpeople was released in Circular 04/07. This replaces Circular 22/91 and aims to ensure that the system for pitch assessment, identification and allocation as

- introduced for Gypsies and Travellers is also applied to Travelling Showpeople.
- 3.5 The Gypsy and Traveller Sites Grant provides capital funding for improving and increasing Gypsy and Traveller site/pitch provision by local authorities and Registered Social Landlords. From 2006–08 a national total of £56m has been made available, managed by the Regional Housing Boards or equivalents. In the West Midlands, a total of £4m has been agreed over the 2006–08 period. A total of £7.5m has been made available over the 2008–11 period for the West Midlands. Since 2006, Registered Social Landlords (RSLs) have been able to set up and manage Gypsy and Traveller sites. Both local authorities and RSLs are eligible for funding under the Gypsy and Traveller Sites Grant.
- 3.6 Since the introduction of the Housing Act 2004, it has been made clear that Gypsy and Traveller accommodation need and requirements should feature in local authority Housing and Homelessness¹⁷ Strategies. Authorities have been informed that, in line with their obligations under the Human Rights Act 1998, the needs and way of life of Gypsies and Travellers must be taken into account when considering accommodation applications.

Regional policy

3.7 In terms of regional planning policy, policy CF5 of the West Midlands Regional Spatial Strategy (June 2004) deals with 'Delivering affordable housing and mixed communities'. Section F reads:

'Development plans should ensure that adequate provision is made for suitable sites to accommodate gypsies and other travellers. Such provision should reflect the order of demand in the area as indicated by the trends shown by the ODPM annual count and any additional local information.'

3.8 The Regional Spatial Strategy is currently being revised. It is intended that Gypsy and Traveller issues will be part of Phase 3 of the RSS Revision process, which has a timetable culminating in submission of preferred options to the Secretary of State in summer 2009. Because of the time lag, the Regional Assembly has produced an Interim Statement on Gypsy and Traveller Policy, 18 pending the completion of all GTAAs across the West Midlands region. The Interim Statement estimated requirements for additional pitches across the region divided by GTAA partnerships. Table 4 below shows the estimated subregional pitch requirements.

18 See http://www.wmra.gov.uk/page.asp?id=303.

¹⁷ See Homelessness & Housing Support Directorate (2006) Homelessness Code of Guidance for Local Authorities, CLG.

Table 4: Summary of Residential Pitch Requirements: West Midlands Region and Sub-regions: 2006 to 2011 Area Estimated requirement¹⁹

Area	Estimated pitch
	requirement
Shropshire & Herefordshire (and Powys) GTAA	120
(Herefordshire, Bridgnorth, North Shropshire, Oswestry,	
Shrewsbury & Atcham, South Shropshire, Telford & Wrekin)	
South Housing Market Area GTAA	170
(Stratford-on-Avon, Warwick, Bromsgrove, Malvern Hills,	
Redditch, Worcester, Wychavon, Wyre Forest)	
North Staffordshire GTAA (North Housing Market Area)	55
(East Staffordshire, Newcastle under Lyme, Stafford,	
Staffordshire Moorlands, Stoke on Trent)	
Central Housing Market Area (part) GTAA	100
(Cannock Chase, Lichfield, South Staffordshire, Tamworth,	
North Warwickshire, Nuneaton & Bedworth, Rugby)	
Black Country GTAA	40
(Dudley, Sandwell, Walsall, Wolverhampton)	
Birmingham, Coventry and Solihull GTAA	20
West Midlands Region	510

3.9 Table 5 shows the pitch requirements across the timeline of the RSS (2006–2026) with specific reference to the Partner Authorities.

Table 5: Regional and Central Housing Market Area pitch need by RSS period

Residential pitch need period	Regional pitch need	Partner authorities pitch allocation
2006–2011	510	100
2011–2016	220	No sub-regional split
2016–2021	210	No sub-regional split
2021–2026	190	No sub-regional split

- 3.10 The estimated regional requirement for transit pitches (undated) was 120; this had no sub-regional split.
- 3.11 It is understood that once all the GTAAs are completed within the West Midlands there will be an attempt by the WMRA to bring the findings and requirements together into one regional overview document in order to gain more clarity as to the regional picture of need.
- 3.12 In line with ODPM Circular 01/2006, the Interim Statement urges local authorities in areas with proven need to act to make provision in advance of the full regional planning process, and to use the various available powers to ensure sites are developed.

¹⁹ The calculation for the estimated pitch requirements contained in the Interim Statement is based on the known (trailer-based) population. For more information see West Midlands: Interim Regional Statement on Gypsy & Traveller Policy http://www.wmra.gov.uk/page.asp?id=303.

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Structure Plans

- 3.13 The Study Area is covered by two Structure Plans the Staffordshire and Stoke-on-Trent Structure Plan 1996–2011 (saved policies version) and the Warwickshire Structure Plan (WASP) 1996–2011. Policy H12 of the Staffordshire and Stoke-on-Trent Structure Plan 1996–2011 was not saved.
- 3.14 The Warwickshire Structure Plan (1996–2011) will be saved for a period of 3 years post-commencement of the Planning and Compulsory Purchase Act 2004, which is until September 2007. There is no mention of Gypsies or Travellers within the Plan.

Local Policies, Plans and Strategies

- 3.15 Local Plan policies have been saved beyond September 2007 in Tamworth, North Warwickshire, Nuneaton & Bedworth and Rugby and the relevant extracts are shown in detail in Appendix 1. None of these local plans is pro-active and most leave considerable discretion in their implementation. Local Plan policies were not saved in Cannock Chase, Lichfield and South Staffordshire.
- 3.16 Constituent LPAs are at different stages in developing Core Strategies within the new Local Development Framework system. Gypsies and Travellers are referred to in most Statements of Community Involvement. There are currently no relevant policies for Gypsy and Traveller sites in emerging Core Strategies or Development Plan Documents in Tamworth and North Warwickshire it is noted, however, that these authorities are at the early stages of policy development and it is expected that policies relating to Gypsies and Travellers will be incorporated in future documents. Local Plan policies relating to Gypsies and Travellers will be saved beyond 2006 or 2007 in Cannock Chase, Nuneaton & Bedworth and Rugby and will be incorporated/revised in the Core Strategy.
- 3.17 The South Staffordshire Development Plan Document Issues and Options Paper (October 2006) notes that the LDF will need to consider the housing needs of Gypsies and Travellers. The Core Strategy will need to set out the criteria for the allocation of Gypsy and Traveller sites to guide the allocation of new sites should they be required.
- 3.18 Lichfield had progressed a number of DPDs to include a Core Strategy. Core Policy 4 stated that 'the need to provide gypsy accommodation will be informed by a local assessment for Southern Staffordshire. If a need for a site is identified within the District then it will be provided for within the LDF period.' The Core Strategy submission was found to be unsound and has subsequently been withdrawn.
- 3.19 Cannock Chase Core Strategy LDF Issues and Options (October 2005) notes that strategic objectives include social progress which meets the

needs of everyone, and refers to providing a range of house types and tenures to meet the diverse needs of the community including affordable housing for those on low incomes and provision for Gypsies. LDF Site Allocations Development Plan Document Issues and Options (May 2007) reads:

Gypsy site provision will be considered in conjunction with Staffordshire County Council, neighbouring District Councils and gypsy Liaison Officers, with regard to the following criteria:

- the site does not lie within the Cannock Chase Area of Outstanding Natural Beauty, special landscape areas, the Green Belt, a site of Specific Scientific Interest, within or adjacent to a conservation area or any other protected site.
- the site would not be detrimental to the visual amenity of the area
- the site does not conflict with, or cause nuisance to, other users in the vicinity
- detailed highway and design criteria
- the site is within a reasonable distance of local facilities

Proposals for accommodation seasonal or otherwise for travelling showpeople shall be considered on their merits. There will be a need to assess the local need for travelling showpeople with appropriate sites located primarily in areas where there is a mix of residential commercial and industrial uses.

- 3.20 There are no specific site allocations yet. On the basis of current information the district council does not believe there is a need to allocate land for additional Gypsy and Traveller accommodation.
- 3.21 No LPA is currently considering specific locations as suitable for Gypsy and Traveller site development. When asked what sorts of areas would be deemed suitable for Gypsy and Traveller site provision, most LPAs referred to the criteria set out in their local plan. South Staffordshire commented that areas deemed suitable would probably be Brownfield sites. The over-riding significance of preserving Green Belt land is apparent in several answers.

4. Gypsies and Travellers in the Study Area: the current picture

4.1 This chapter looks at the Count of Gypsy and Traveller Caravans in order to present what is known about Gypsies and Travellers within the Study Area. In particular, this section presents information on the size and spatial distribution of the Gypsy and Traveller population.

Caravan Numbers and Trends from the Caravan Count

- 4.2 The Caravan Count is far from perfect, but at present it remains the only official source of information on the size and distribution of a population that remains relatively unknown. Although a number of local authorities are able to provide very accurate information for the Count, generally speaking the Count needs to be treated with caution. Nationally speaking, a number of authorities occasionally report problems of access to the recording system, technical issues around submitting the information or failures in reporting caravan numbers in time. As a result, the information provided by the Caravan Count may not always accurately reflect the actual numbers of caravans and sites in the area at that time; however, when tempered by locally held knowledge it can be extremely useful as a broad guide. Furthermore, it provides a vital starting point in the attempts of local authorities to ascertain levels of need given the general absence of increased provision since 1994.
- 4.3 According to the most recent Caravan Count there were a reported total of 370 caravans across the Study Area. The returns for the last five Caravan Counts across the Study Area are presented in Table A1 in appendix 1. What stands out from these figures is that the vast majority of Gypsy and Traveller caravans are accommodated on some form of authorised provision (70% of all caravans) with authorised private sites accommodating the bulk of this provision (96% of all authorised provision). According to the Caravan Count, all authorities, with the exception of Tamworth, had caravans present in some form with Rugby (154) and South Staffordshire (104) seeing the highest numbers of caravans. Unauthorised developments feature in most authorities with Rugby accommodating the largest number of caravans on unauthorised developments with 52 caravans at the last count (January 2007).
- 4.4 Table 6 shows the distribution of caravans in the Study Area by type of site at January 2007. The proportions are compared with the West Midlands Region and England. The Study Area has a very distinctive distribution. Over 90% of caravans are either on private sites (68%) or on unauthorised sites on Gypsy-owned land (24%) where private sites

have been set up without planning permission. Both proportions are significantly higher than the regional and national averages.²⁰

Table 6: Caravans by Type of Site January 2007

Type of site	Study Area		West Midlands	England
	Number	%	%	%
Social rented	10*	3	38	40
Private	250	68	42	39
Unauthorised Developments	89	24	11	14
Unauthorised Encampments	21	6	8	8
Total	370	100	100	100

*Caravans on the Griff site in Nuneaton & Bedworth were returned as 'private' rather than 'social rented', as the site was managed by a private individual who had leased the site from the County Council. Future counts, however, will show this as a socially rented site, as it is now managed by the County Council.

4.5 Table 7 summarises caravan numbers for the Study Area by type of site for January 1994 and 2007, and July in 1994 and 2006. The types of unauthorised sites were not distinguished in 1994 and 'unauthorised site' includes both Gypsy-owned and other land.

Table 7: Summary of Caravan Numbers 1994 and 2007

	January			July		
Type of site	1994	2007	% change	1994	2006	% change
Social rented	53	10*	- 81%	41	12*	-7 1%
Private	101	250	+148%	107	170	+59%
Unauthorised	131	110	-16%	151	78	-48%
Total	285	370	+30%	299	260	-13%

*Caravans on the Griff site in Nuneaton & Bedworth were returned as 'private' rather than 'social rented', as the site was managed by a private individual who had leased the site from the County Council. Future counts, however, will show this as a socially rented site, as it is now managed by the County Council.

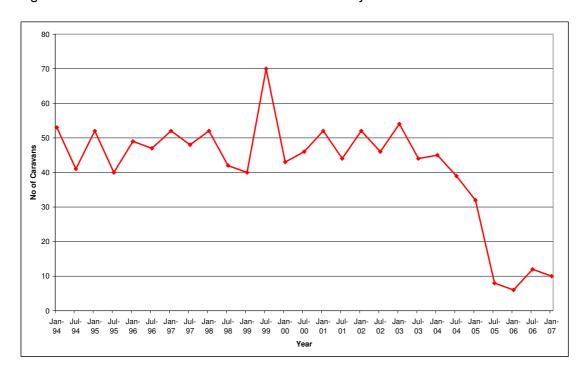
- 4.6 In terms of the Caravan Count comparison over time, there is an indication that:
 - Overall caravan numbers have either increased by about a third (January to January) or decreased slightly (July to July). This illustrates the problems in comparing point-in-time figures to check trends. The graphs below suggest that the July 2006 figures look unusually low, while the January 2007 figures were the highest recorded since 1994.
 - A significant increase in caravans on authorised private sites is shown in both January/January (+148%) and July/July (+59%). This increase more than offsets the decrease in caravans on both socially rented and unauthorised sites when measured January to January.

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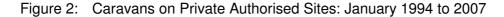
²⁰ Transferring caravans on Griff from private to social rented categories would not materially affect the picture.

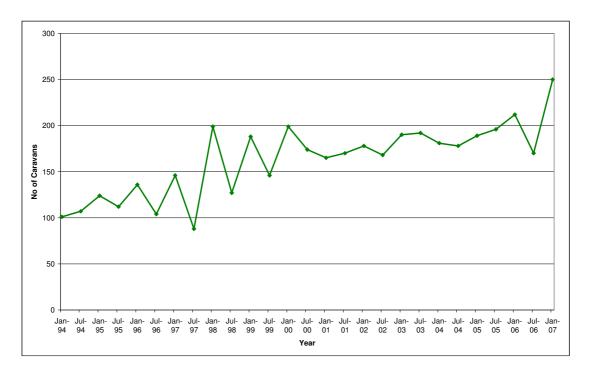
- The number of caravans on social rented sites has decreased significantly. This reflects the omission of the Griff site from the category while it was managed privately and, to a lesser extent, the closure/reduced occupancy of the Alvecote site in North Warwickshire.
- The number of caravans on unauthorised sites has approximately halved if measured from July 1994 to 2006, but has decreased to a lesser extent from January 1994 to 2007.
- 4.7 The charts on the following pages illustrate Study Area changes in caravan numbers by type of site over time, which amplifies the apparent trends revealed in the table above.
- 4.8 Figure 1 shows caravans on social rented sites. Numbers fluctuated seasonally (apart from an apparent big increase in July 1999) but were fairly static until January 2004 when the major decrease began, with a new stability at a lower level established since July 2005. As noted above, this reflects changed management arrangements as well as reduced occupancy.

Figure 1: Caravans on Social Rented Sites: January 1994 to 2007



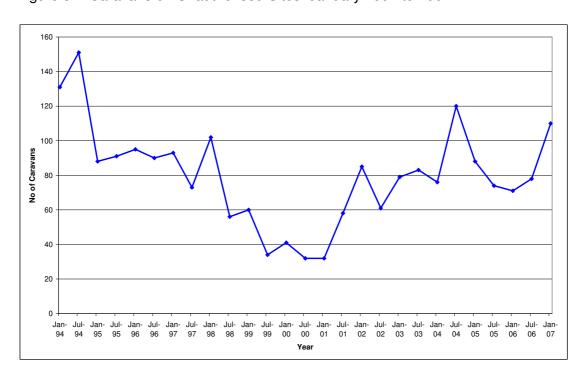
4.9 Figure 2 shows that numbers of caravans on authorised private sites have increased fairly steadily over the period albeit with some marked seasonal fluctuations at times. The July 2006 figure is unusually low because lower numbers were recorded in Cannock Chase, South Staffordshire and Nuneaton & Bedworth.





4.10 Figure 3 for caravans on unauthorised sites shows a broadly U-shaped curve with the trough around 2000.

Figure 3: Caravans on Unauthorised Sites: January 1994 to 2007



4.11 Figure 4 brings the figures together and adds a total line. It shows how the changes on different sorts of site contribute to marked short-term fluctuations obscuring any clear overall trend.

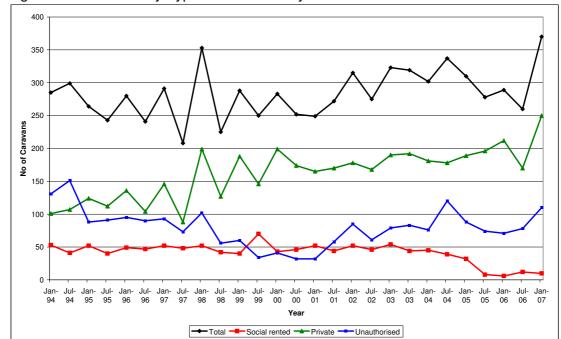


Figure 4 Caravans by Type of Site: January 1994 to 2007

Unauthorised Sites

4.12 Because unauthorised sites include both unauthorised developments and unauthorised encampments, overall trends can hide significant shifts between the two forms of unauthorised site. Table 8 presents the breakdown of caravan numbers on different types of unauthorised sites in 1998 (when the figures were first available) and 2006/07. Because some numbers are small, the change calculations often seem dramatic. Caravans on Gypsy-owned land usually equate with unauthorised development of sites, those on other land with unauthorised encampments.

Table 8: Summary of Caravan Numbers on Unauthorised Site: 1998 and 2007

	January			July			
Type of site	1998	2007	% change	1998	2006	% change	
Gypsy land:	0	14	Infinite	0	17	Infinite	
tolerated			increase			increase	
Gypsy land: not tolerated	15	75	+400%	3	56	+1767%	
Gypsy land:	15	89	+493%	3	73	+2333%	
total	70	00	143070	O	70	7200070	
Other land:	20	3	-85%	1	0	Infinite	
tolerated						decrease	
Other land: not	67	18	-73%	51	5	-90%	
tolerated							
Other land: total	87	21	-76%	52	5	-92%	
Total	102	110	+8%	55	78	+42%	

4.13 The table shows:

- In both January 2007 and July 2006 there were many more caravans on unauthorised developments than on encampments. The reverse was true in 1998. Fewer caravans were tolerated than not tolerated on both Gypsy-owned and other land in 2006/07.
- It is clear that the major changes taking place since 1998 are a significant increase in caravans on Gypsy-owned land (unauthorised development) and a decrease in caravans on other land (unauthorised encampment).
- 4.14 Other things being equal, the figures suggest that the unauthorised development of sites contributes more to needs in the Study Area than do unauthorised encampments.

Geographical Patterns

4.15 Table 9 shows the distribution of caravans between local authorities by type of site at January 1994.

Table 9: Caravans by Type of Site by Local Authority: January 1994

Type of site	Study Area	Cannock Chase	Lichfield	South Staffordshire	Tamworth	North Warwickshire	Nuneaton & Bedworth	Rugby
Social rented sites	53	0	0	0	0	23	30	0
Private sites	101	0	0	78	0	0	0	23
Unauthorised sites (all)	131	15	41	24	16	0	5	30
Total	285	15	41	102	16	23	35	53

4.16 Table 10 shows the distribution of caravans between local authorities by type of site at January 2007. Rugby and South Staffordshire have the highest caravan numbers, followed by Nuneaton & Bedworth and Cannock Chase. There are no caravans reported on authorised sites in Lichfield (despite a small private site shown in Table 3) or Tamworth. Numbers of caravans on unauthorised sites, both on Gypsy-owned and other land, are highest in Rugby.

Table 10: Caravans by Type of Site by Local Authority: January 2007

Type of site	Study Area	Cannock Chase	Lichfield	South Staffordshire	Tamworth	North Warwickshire	Nuneaton & Bedworth	Rugby
Social rented sites	10*	0	0	0	0	10	0*	0
Private sites	250	32	0	96	0	0	35*	87
Unauthorised – Gypsy- owned land	89	0	11	8	0	7	11	52
Unauthorised – other land	21	3	3	0	0	0	0	15
Total	370	35	14	104	0	17	46	154

^{*}See earlier note around the returns for the Griff site in Nuneaton & Bedworth.

4.17 Comparing 1994 and 2007 shows that caravan numbers have decreased in Lichfield, Tamworth and North Warwickshire, been broadly stable in South Staffordshire and have increased elsewhere and especially in Rugby. The growth has been mainly in private authorised sites.

5. Size and characteristics of the local Gypsy and Traveller population

5.1 This chapter aims to provide some information on the demographics of the sample involved in this accommodation assessment, and uses this to give some indication of the overall size and composition of the Gypsy and Traveller population in the Study Area.

Demographic and household characteristics

5.2 Characteristics of Gypsy and Traveller communities are often hidden or not widely known. Gypsy and Traveller Accommodation Assessments present an ideal opportunity to get to know more about the community at large, particularly in terms of living circumstances, age, Gypsy and Traveller groups and household composition. The following aims to provide some information about the composition of Gypsy and Traveller households in the sample.

Age of interviewees

5.3 The age profile of the sample can be seen from Table 11. The 25–39 age group was the most consulted during the assessment, forming 38% of the total sample. This was followed by the 40–49 age group (20%) and then the 16–24 age group (19%).

Table:	11:	Age	of	interv	viewees
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Age Group	No.	%
16–24	25	19
25–39	51	38
40–49	26	20
50–59	13	10
60–74	15	11
75–84	1	1
Not available	2	2
Total	133	

Household size

In total, the survey sample accounts for 476 members of the Gypsy and Traveller community in the Study Area. The average household size for the whole sample is 3.6 persons – larger than the household size of the non-Traveller population. However, this hides a range in household sizes as indicated in Table 12 below.

Table 12: Household size distribution

Household Size	No.	%
1 Person	17	13
2 Persons	34	26
3 Persons	20	15
4 Persons	19	14
5 Persons	21	16
6 Persons	10	8
7 Persons	4	3
8 Persons	3	2
9 Persons	3	2
10 Persons	0	0
11 Persons	1	1
Missing	1	1
Total	133	

There was significant variation in the size of households in relation to their current accommodation type as well. As can be seen from Table 13, respondents from unauthorised sites tended to have larger households than those who were living in authorised accommodation. Households on unauthorised developments had largest households (5.4 persons) with respondents on the socially rented sites having the smallest (2.3 persons).

Table 13: Average household size by accommodation type

Accommodation type	Average household size
Socially rented sites	2.3
Private sites	3.8
Unauthorised encampments	4.6
Bricks and Mortar	4.8
Unauthorised developments	5.4

Household type

5.6 Table 14 shows the household type by type of accommodation. Families have been classified as follows:

Family type	Definition
Single person – Couple –	1 adult 2 adults, no children or young adults
Young family –	1 or 2 adults, 1 or more children aged up to 16 years; no young adults
Older family –	All adult family with 1 or more children classified as 'young adults' (over 16 years but living within another household)
Mixed family – Other –	Family with children under and over 16 years 3 or more adults, none classified as young adults

Table 14: Household type by type of accommodation

Household type	Socially rented sites	Private sites	Bricks and mortar	Unauthorised sites ²¹	Total
Number in sample	17	72	23	16	128
Percentage	%	%	%	%	%
Single	35	7	4	_	13
Couple	24	25	_	19	20
Young family	41	46	83	69	55
Older family		6		_	3
Mixed family	_	10	4	6	7
Other	_	1	9	6	3

5.7 Table 14 shows that:

- Young families are currently the predominant household type in the Study Area.
- There are a large number of small households on the socially rented sites in the Study Area.
- Authorised private sites accommodate a diverse spread of household types.
- There are more young families in bricks and mortar housing than any other accommodation type.
- 5.8 In addition, two of the site-based Travelling Showpeople respondents were in mixed families, two were young families and one was a single person household.

Marital status

5.9 In total, 71% of the interviewees were married with a further 1% (1 person) living with their partner. The remainder described their marital status as either single (14%), divorced (8%) or widowed (5%).

Table 15: Marital status of the interview sample

Marital status	No.	%
Married	94	71
Single	18	14
Divorced	10	8
Widowed	7	5
Missing information	3	2
Living with partner	1	1
Total	133	

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²¹ The data for unauthorised developments and unauthorised encampments has been combined as a result of the comparably smaller number of interviews conducted on each type of accommodation.

Local connections to the Study Area

5.10 When asked, the majority of households felt that they were local to the area where they were currently accommodated (77%). See Table 16 for a breakdown by current accommodation type.

Table 16: Local to the area?

Accommodation type	No. households local	% of total sample
Socially rented sites	17	100
Bricks and Mortar	20	87
Private sites	51	73
Unauthorised developments	5	71
Unauthorised encampments	5	56

5.11 As Table 16 shows, the majority of all households consider their current area of residence their 'local' area. This is particularly the case for households on socially rented sites and bricks and mortar housing. Interestingly, households on private sites and unauthorised sites all report similar levels of local connection to the area. Table 17 below looks in further detail at households' claims as to why they were in the Study Area.

Table 17: Reasons for residing in the Study Area (figures in % of sample)

	Current accommodation type					
Reason	Bricks and mortar	Unauthorised encampment	Unauthorised development	Socially rented site	Private site	Total
Family lives here	83	78	86	71	76	78
Work	44	22	29	18	42	37
Schooling	55	11	43	18	24	29
Place of birth	26	22	43	12	26	25
Only place available	9	67	43	18	22	24
Other	5	34	_	39	10	14
Family/community event	35	_	14	_	1	8
Holiday	_	_	_		_	_

5.12 The presence of family in the Study Area was a major reason why households were residing where they were. This was particularly the case on unauthorised developments (although the small sample size needs to be considered), and is broadly consistent with findings from other GTAAs and households in bricks and mortar housing. Households on unauthorised encampments cited both family presence and 'the only place available' as major reasons for being where they were. Family connection was also a significant factor for households on socially rented sites and private sites. Interestingly, no households said they were in the area due to a holiday. In terms of 'other' reasons provided, these included:

"Been here all my life"

"It's a peaceful place"

"Wanted a change"

"I needed a stable place because my son is ill"

5.13 Thus, from these findings the majority of Gypsies and Travellers on sites and in housing can be seen to 'belong', in some way, to the Study Area.

Gypsy and Traveller groups

5.14 The largest single group was from the Romany/Gypsy (English) community (71%), followed by Irish Travellers (19%), followed by Showpeople/Circus People, and then smaller comparable numbers of Welsh Gypsies/Travellers (3%) and Traveller (not specified) (2%).

Table 18: Interviewees by Gypsy and Traveller group

Gypsy and Traveller groups	No. of households	%
Romany/Gypsy (English)	91	68
Irish Traveller	24	18
Showperson/Circus person	6	5
Welsh Gypsy/Traveller	4	3
Traveller (not specified)	3	2
Missing information	3	2
Scottish Gypsy/Traveller	1	1
Don't know	1	1
Total	133	

The size of the local Gypsy and Traveller community

5.15 For most minority ethnic communities, presenting data about the size of the community in question is usually relatively straightforward (with the exception of communities who have large numbers of irregular migrants and migrant workers etc. amongst them). However, for Gypsies and Travellers, one of the most difficult issues is providing accurate information on the size of the population (see Chapter 4). As a result, we have used information provided by the local authorities and key stakeholders, together with our survey findings, in order to provide a best estimate as to the size of the local Gypsy and Traveller population (see Table 19) at the time of the assessment. Due to their mobility levels this estimate does not include households on unauthorised encampments.

Table 19: Estimated Study Area Gypsy and Traveller population

Type of accommodation	Families/Households (based on 1 pitch = 1 household)	Individuals	Derivation
Socially rented sites	37	103	Based on occupied pitches at the time of the assessment and the actual number from local authority records.
Private sites	214	813	Estimated number of pitches multiplied by average household size from the survey (3.8)
Unauthorised developments	37	200	Estimated number of pitches multiplied by average household size from the survey (5.4)
Housing	47 ²²	226	Number of families estimated to live in the area multiplied by average household size from the survey (4.8)
Travelling Showpeople	20	68	Number of yards known to the research team multiplied by the average household size for Travelling Showpeople (3.4)
Total	355	1410	,

5.16 We estimate that there are at least 1410 Gypsies and Travellers in the Study Area, although the estimate for housed Gypsies and Travellers is likely to be a significant under-estimate.

²² This is an estimate based on the number of interviews achieved during the course of the GTAA, coupled with information obtained from Warwickshire County Council Gypsy Services (38 known households in Rugby, Nuneaton & Bedworth and North Warwickshire) – excludes double counting. This is likely to be a significant underestimate.

6. Authorised site provision – findings

6.1 A certain degree of caution needs to be taken when extrapolating the characteristics, trends and needs of the Gypsy and Traveller population from the Caravan Counts and other such data alone. In order to provide more specific information on the local Gypsy and Traveller population, this chapter draws upon the survey completed by local authorities on site provision, stakeholder views and knowledge, and the views of Gypsies and Travellers who occupy these sites. The chapter deals first with socially rented accommodation and then authorised private sites.

Socially rented sites

- There are 3 local authority sites, 2 (Alvecote in North Warwickshire and the Griff site in Nuneaton & Bedworth) owned by Warwickshire County Council and 1 (Stoney Road, Nuneaton) owned by Nuneaton & Bedworth Borough Council. There are no local authority sites in the Staffordshire part of the Study Area. The Stoney Road site was developed recently using a Government grant and was intended to provide accommodation to meet the Council's duty to a Gypsy family accepted as homeless. Legal issues between the Council and the family have not yet been resolved and the site remains unoccupied; as a result this is excluded from the information that follows.
- 6.3 Pitch numbers at the Warwickshire County Council (WCC) sites are summarised in Table 20.

Table 20:	Occupancy of socially	rented Gypsy and	Traveller Sites
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		Alvecote (North Warwickshire)	Griff (Nuneaton & Bedworth)
Total pitches		17	21
Residential:	All	17	21
	Occupied	17	20
	Closed	0	1
Transit:	All	0	0
	Occupied	0	0
	Vacant	0	0

- 6.4 There are a total of 38 pitches, all residential. No pitches were identified as 'vacant' (empty but available for letting), but 1 was 'closed' (not currently in use and not available for letting). The single closed pitch at the Griff site is the result of vandalism and is expected to be back in use in 6–12 months' time (spring/summer 2008). Alvecote has recently re-opened a number of pitches following refurbishment, having been closed for several years, with all the pitches now re-let.
- 6.5 Table 21 below summarises the details of the site residents on the three sites.

Table 21: Details of Site Residents

	Alvecote	Griff
	(North Warwickshire)	(Nuneaton & Bedworth)
Site population	46	57
Number of children	19	18
% children	41	32
Average persons per	2.7	2.9
occupied pitch		
Doubled-up pitches	0	0
Number of living	0 chalets	4 chalets
units	0 static caravans	3 static caravans
	22 trailers/tourers	14 trailers/tourers
Ethnic groups among	English Gypsy (15 pitches)	English Gypsy or Traveller
site residents	Irish Traveller (2 pitches)	Irish Traveller
Pitch occupancy in	100% since site re-opened	100% most of year
year	fully	
% of site residents	NA as site recently re-	60% to 90%
lived on site 5+ years	opened	

- 6.6 The total site population across the sites is 103 people, of whom 37 (36%) are children aged up to 16. Significant points from the table are:
 - The average number of persons per occupied pitch is similar across the two sites at around 2.7 and 2.9 persons.
 - Both sites are ethnically mixed.
 - There is no evidence of need from 'doubled up' households who would ideally like a separate pitch or house of their own on either site.

Residents' views²³

Residents' Views

- 6.7 All respondents on the socially rented sites provided details about how many living units (caravans/trailers) they had. Eleven respondents (65%) had 1 trailer and 6 respondents (35%) had 2 trailers. The proportion of respondents on the Griff site with 2 trailers was higher than that from the Alvecote site.
- 6.8 The average number of living units (trailers) was 1.4 per household. Just over half of respondents felt they had enough space (56%) for their needs. Those households that felt that this did not give them enough space told us that this was due either to the size of the pitch that they had or the number or size of caravans that they owned.
- 6.9 When asked, on a five-point scale from very good to very poor, how they viewed their neighbours on the sites the vast majority (94%)

²³ Throughout this section please note that the sample size on the two sites was 6 households on Alvecote and 11 on the Griff site which equates to approximately half the population from each site.

- thought their relationships with neighbours were either very good or good; just 6% (1 respondent) had ambivalent views; no respondents viewed their neighbours in a negative light.
- 6.10 Over half of the households we spoke to on the socially rented sites had been on the site for significant periods of time: 59% for five or more years, 6% for between 1 and 5 years. However, a sizeable number (35%) had been on the site for less than 12 months.
- 6.11 No households on socially rented sites had bases elsewhere.

Site ownership and management

- 6.12 Both sites are managed by WCC, who took over management of the Griff site in February 2007.
- 6.13 The County Council was asked to provide details of any aspects of site provision, design or management which works well and is worth sharing with others. Nuneaton & Bedworth referred to an event at the Griff site as good practice:

The Inter Agency Group for Travellers recently held an event day on the Griff site. This involved PCT, Police, Education, Fire Service, Local Authority, Healthy Living Network and Sure Start. Each participating organisation brought something to the event (healthy food, energy-saving light bulbs, smoke alarms fitted into caravans etc.). In particular, health checks were available on site with ill health conditions being identified.

Residents' views

- 6.14 We asked respondents to comment, on a five-point scale from very good to very poor, on the site management of the sites. The response was generally positive with 65% viewing management as either very good or good, 29% being ambivalent and just 1 respondent (6%) regarding site management as poor.
- 6.15 Residents on the Griff site in Nuneaton & Bedworth were more likely to view the site management as ambivalent or poor. However, it is thought that this reflected the general poor condition of the site rather than a comment on the site manager.
- 6.16 We received a handful of general comments from respondents about the management of Gypsy and Traveller sites. These tended to indicate that the management of sites should not rest with Gypsies and Travellers themselves:

"We'll never live on a council site again. When Gypsies run them they think they own them and give the other Gypsies a hard time."

Site facilities and quality

6.17 In order to gather information on what was provided on each local authority site and the general quality of the site, a series of questions were asked about site facilities and the local area (see Table 21 below).

Table 21: Facilities on local authority sites and assessment of quality by WCC

	Alvecote	Griff
	(North Warwickshire)	(Nuneaton & Bedworth)
Site facilities	Amenity units for each pitch	Amenity units for each pitch
	Designated work areas	
Facilities in amenity	Bath (no shower)	Bath (no shower)
units	WC with direct access from	WC with direct access from
	outside	outside
	Space/provision for cooking	
	Space/plumbing/provision	
	for laundry	
	Effective heating	
Quality of	Good	Very poor
surroundings/		
environment		
Location and access	Average	Average
to schools/shops	-	
Site condition and	Good	Very poor
maintenance		
Any known disputes	No	Disputes between residents
etc. over last year?		Other anti-social behaviour

- 6.18 As might be expected, facilities and conditions are assessed, by officers, as better at the refurbished Alvecote than at the Griff.

 According to the local authority officer, the instances of dispute between residents and other Anti Social Behaviour at the Griff site were discussed with residents and the situation went away.
- 6.19 Consultation with an officer revealed that 8 of the sheds on the Griff site have been condemned as unsafe and temporary accommodation was set up to respond to residents' needs. The site is adjacent to an old landfill site.

Residents' views

6.20 Site residents were asked, on a five-point scale from very good to very poor, what they thought about a number of aspects of their site including: size of pitch; design of site; location; and facilities on site. The majority of respondents on the sites viewed the location of the sites as positive (Table 22). Both the design of the sites and the facilities available were viewed as being quite poor. There were mixed views as to the size of pitches on the sites.

Table 22: Views on the site (in %)

Issue	Very good	Good	Neutral	Poor	Very Poor
Size of pitch	6	41	6	29	18
Design of site	0	18	24	35	24
Location of site	18	53	12	12	6
Facilities on site	0	29	6	0	65

- 6.21 On each issue it was more common for residents on the Griff site to have a negative view than residents of the Alvecote site this correlates with the perception from Warwickshire County Council.
- 6.22 Experiences around access to basic facilities were sought from those we spoke to on the two sites (see Table 23 below). As can be seen, access was varied across the sites. Most facilities on Alvecote were accessible; however, there was a significant lack of access to a postal service, fire precautions or a children's play area. Respondents on the Alvecote site reported significantly better access to facilities than their counterparts on the Griff site. In terms of the Griff site a number of respondents reported not being able to access a water supply although it is unclear from the findings whether this related to an actual lack of water or sporadic loss of hot water by certain residents. We asked people who could not access water how they were overcoming this; one person commented:

"I've been getting hot water from my neighbour but I have to use showers at the leisure centre because of no hot water here."

6.23 On the Griff site a number of people talked about how they got water from neighbours and used showers at the local leisure centre as a significant number did not have access to either a bath or a shower with evidence of low accessibility on a range of other facilities (kitchen, WC, laundry, eating space, children's play area). However, access to fire precautions and a postal service was better on the Griff site than on Alvecote.

Table 23: Access to facilities on socially rented sites (% of sample that have access)

	Alvecote	Griff
	(North Warwickshire)	(Nuneaton & Bedworth)
Water	100	36
Electricity supply	100	100
Rubbish collection	100	100
Shed (% heated)	100 (100)	100 (27)
Shower	17	9
Bath	83	45
Kitchen facilities	100	64
WC	100	64
Laundry	83	45
Eating/sitting space	100	36
Postal service	33	91
Fire precautions	33	82
Children's play area	17	0

6.24 All residents were asked to comment on whether they had any concerns around health and safety on the sites. Just 2 residents on the Alvecote site had such concerns, while all respondents on the Griff site had concerns. When asked, a few people expanded upon the concerns they had. On the Alvecote site, because we interviewed before the site was fully re-opened the two respondents we spoke to were concerned about the implications more/new families could have on the existing site residents:

"A day warden will be needed when more people move onto the site."

"Would be nice to have a day warden to protect it when people move on. We need more peace of mind, especially at night."

6.25 In terms of concerns over the Griff site we received many comments which tended to revolve around the presence of pests:

"There are lots of rats around and there's rubbish at the back of field. It needs sorting."

"Lots of rats running around. Lots of rubbish. It's a problem for the kids playing out. There's also a broken up caravan near the entrance and gas bottles left."

"We need street lighting and rats are a big problem."

"Rats but I'm also worried about fires as caravans are too close together."

Travelling and Visitors

6.26 One of the ways in which site rules can help or hinder Gypsy and Traveller lifestyles is restrictions placed upon absence for travelling and ability to accommodate visitors on site in caravans. Table 24 summarises the authorities' approach to this.

Table 24: Permitted absence and visitors

	Alvecote (North Warwickshire)	Griff (Nuneaton & Bedworth)
Normal maximum absence allowed in a year	8	8
Rent payable during absence?	Full rent/licence fee	Full rent/licence fee
Can licensees have visitors with caravans?	Yes	Yes
Circumstances	For 28 days, further stays will require permission of site manager	Visitor can only stay for 14 days unless permission has been given by the site manager

6.27 Thus absence is permitted for periods up to 8 weeks in a year. Visitors are permitted for a period on both sites with the possibility of this being extended with the permission of the site manager.

Residents' views

- 6.28 The vast majority of residents on socially rented sites reported that they no longer travelled (75%). The remainder travelled either once every year (13%), seasonally (6%) or every couple of months (6%). Just under half of respondents on these sites thought that travelling for them had changed in the last few years.
- 6.29 When asked to comment on why they had not travelled recently, the vast majority of those who responded talked about no longer being able to travel either because of health reasons, caring responsibilities, for example:

"Because I've got a little boy who needs carers."

"I look after my mother on a full time basis."

"My dad's very ill so I don't want to go."

"I'm not very well but I would love a holiday."

6.30 Another respondent commented on the lack of safe places to stay:

"I've not travelled since coming on here and that's 24 years ago. It isn't safe to travel anymore. Just at the back of here, on the golf course, Irish Travellers pulled on and started arguments and hassle. Some locals smashed up the caravans and blew one up."

Waiting lists and pitch allocation

6.31 Pitch allocation policies, waiting lists and numbers of pitches allocated are all relevant factors in understanding both demand for and access to existing local authority sites. Table 25 summarises the status quo on the two socially rented sites. However, because of circumstances – one site having been closed for some years and the other having been leased until very recently – there is little quantitative information available on either demand or supply of pitches.

Table 25: Waiting lists and allocation policies

	Alvecote	Griff
	(North Warwickshire)	(Nuneaton & Bedworth)
Waiting list?	Yes	Yes – formal
Numbers on list	3	Not given
Trends in numbers	NA	Increased
Pitches vacated	NA	Not known (site previously
2004–2005		leased)
Formal allocation	Yes (draft)	Yes (draft)
policy?		
Most important	Medical/special health	Medical/special health
factors taken into	needs	needs
account	Need for accommodation	Need for accommodation
	Family size/composition	Family size/composition
	Family or personal	Known previous behaviour/
	compatibility	references
	Known previous behaviour/	Time on waiting list
	references	

- 6.32 One of the comments we received about the waiting list on the Alvecote site referred to the presence of a broader waiting list to that which is included above, which tended to consist of applicants who do not meet the criteria of the more narrow list/allocation policy. It was also discussed that many 'potential' applicants do not appear to register for a pitch on the site when there is no pitch available with immediate effect.
- 6.33 None of the respondents on these sites was on a waiting list for a site elsewhere.

Financial issues

6.34 Technically, the charges paid by site residents are licence fees, but they are commonly referred to as rents, and this term is used below. Table 26 shows, where possible, rents charged, damage deposits

charged, proportion of residents receiving housing benefit (HB) and any Supporting People payments received.

Table 26: Pitch rent and other financial matters

	Alvecote (North Warwickshire)	Griff (Nuneaton & Bedworth)
Pitch rent (residential)	Will be £60 p/w	Different rates for each pitch 4 weekly rent roll £2,415.16 (average around £30 p/w)
Damage deposit?	£100	£100
% of residents receiving HB	All/almost all (over 90%)	All/almost all (over 90%)
Supporting People payments?	No	No

- 6.35 Rents are higher at the refurbished Alvecote site (£60 p/w) than at the Griff site (av. £30 p/w). An initial damage deposit of £100 is charged at both sites.
- 6.36 No Supporting People payments are received for any site residents. Almost all (over 90%) residents receive housing benefit towards their rent; clearly HB is important in making site places affordable.

Plans for existing and new sites

- 6.37 Warwickshire County Council were asked whether certain specified changes were planned during the next 3 years. There was no response concerning Alvecote. However, at the Griff site there are plans to increase pitch numbers, undertake major repairs and improvements and to change arrangements for site management.
- 6.38 All 7 authorities, including those currently without a site, were asked if they had any current plans to provide additional local authority Gypsy and Traveller sites in their area over the next 5 years. Rugby plans to provide 12 residential pitches at Woodside Park which is a private site in the Study Area. The development is the result of a bid to the Gypsy and Traveller Site Grant and entails the creation of 12 new pitches in the centre of the existing site together with the provision of facilities (electricity, water, sheds, sewage system, etc.)
- 6.39 Rugby have also indicated their plans to develop 10–15 transit pitches at a location not yet determined. No other plans were reported.

Private Gypsy and Traveller sites

6.40 This section looks at private sites across the Study Area. Table 27 summarises reported private sites either with planning permission or tolerated and in existence. There are a total of 34 sites providing 214 pitches.

Table 27: Private sites and pitches by local authority

Local Authority	Sites	Pitches	Comments
Cannock Chase	3 ²⁴	41	Mostly rented pitches
Lichfield	1	2	Owner-occupied + rented
South Staffordshire	12	83	17 owner-occupied pitches, 66 rented
Tamworth			
North Warwickshire	1	7	Owner-occupied, temporary consent
Nuneaton & Bedworth	7 ²⁵	15	Mostly owner-occupied
Rugby	10 ²⁶	66	Unknown mix of rented and owner-occupied pitches.
			Includes 3 family sites (3 pitches) with temporary 3-4-
			year personal consents following appeal
Study Area	34	214	

6.41 Features of this provision include:

- Most sites and pitches are in South Staffordshire and Rugby, and to a lesser extent in Cannock Chase and Nuneaton & Bedworth.
 There is no authorised private site in Tamworth (meaning that there is no authorised provision of any type there).
- A significant number of rented private pitches are provided in Cannock Chase, South Staffordshire and Rugby. Rented sites are significantly larger than owner-occupied sites, and are likely to function in a very different way and provide different accommodation opportunities. The existence of private rented pitches in the Staffordshire part of the Study Area puts the lack of social rented sites/pitches in context.
- 6.42 Each local authority was asked how the number of private sites/pitches had changed since 2001. In South Staffordshire, North Warwickshire, Nuneaton & Bedworth and Rugby the number of both sites and pitches has increased. In Cannock Chase the number of sites remains static but the number of pitches had increased. In Lichfield the number of sites has remained static but pitch numbers have decreased.
- 6.43 When asked, all authorities, other than Cannock Chase and Tamworth, expected the number of authorised private sites in their area to increase over the next 5 years.
- 6.44 It proved difficult to accurately establish the pitch capacity of all private sites. The pitch capacity, which is stated in Table 27 above, is drawn from information held by local authority officers where planning permissions are often based on maximum caravan occupancy rather

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²⁴ Includes one long-standing unauthorised site with 8 pitches, which is tolerated.

²⁵ Includes 3 sites in Bulkington which straddle the boundary between Nuneaton & Bedworth and Rugby. The sites are counted in both areas; pitches refer to each local authority and have not been double counted.

See above.

- than clearly defined pitches. Where pitch numbers are not defined, we have used a 1.7 caravan to pitch ratio to ascertain the approximate number of pitches. However, it must be noted that such ratios can and do change over time and this is merely indicative.
- 6.45 In addition, in comparison to socially rented sites where there is good access to management information via local authority records, it proved difficult to gain any clear idea about occupancy levels and vacancies on private sites. As a result we have assumed all developed sites were at 100% occupancy during the assessment period. Therefore the base figure used in the assessment for private sites is 214.
- 6.46 Although it is difficult to provide accurate information on the division of owner-occupier and rented pitches, from our sample, we estimate that 68% (146/214) of pitches are rented and 32% (68/214) are owned by their occupier. Clearly this tenure split is significant for the sorts of families accommodated and their likely duration of stay. Given the low level of socially rented accommodation in the Study Area, pitches on private sites may be filling a gap in affordable accommodation and/or performing a role similar to that served by transit sites.

Residents' views

- 6.47 All respondents on the private sites provided details about how many living units (caravans/trailers) they had. Fifty-one respondents (71%) had 1 trailer, 16 respondents (22%) had 2 trailers, 1 respondent had 3 trailers and 1 respondent had 5 trailers. The average number of living units per household was 1.3 trailers, which is just less than households on socially rented sites.
- 6.48 The vast majority of households (79%) thought they had enough space for their needs. Those households who felt that they did not have enough space attributed this to either an inability to afford another trailer (4 households) or being constrained by the size of their pitch (4 households). Broadly speaking, households on rented pitches were more likely to require more space than households who were owner-occupiers.
- 6.49 There was some concern expressed by an officer from one of the local authorities that it is not unusual for private owners/landlords to allow more caravans/households on a site than would usually be practicable. This often results in households living in more cramped conditions, i.e. overcrowding on sites, but who are wary of complaining to the owner/landlord due to potential repercussions such as eviction. It is possible that this is reflected in the responses which respondents provided during the interviews, however, the interviewers did not recall significant 'site overcrowding' when on the sites.
- 6.50 Site residents of private sites were asked, on a five-point scale from very good to very poor, what they thought about a number of aspects

of their site including: size of pitch; design of site; neighbours on site; location; facilities on site; and management. The vast majority of respondents on the sites viewed these issues positively (see Table 28). Owner-occupiers were more likely to view these issues as very good, whereas residents who rented pitches were likely to provide 'good' comments.

Table 28: Views on the site (in %)

Issue	Very good	Good	Neutral	Poor	Very Poor
Size of pitch	42	43	11	4	0
Design of site	42	50	8	0	0
Neighbours on site	46	51	1	1	0
Location of site	42	51	2	2	0
Facilities on site	39	39	18	2	1
Management	46	46	4	1	0

6.51 Experiences around access to basic facilities were sought from those we spoke to on all private sites (see Table 29 below). As can be seen, most households had access to the services we enquired about. Access to services was similar across the different tenures although, as might be expected, households on rented pitches tended to have less access to facilities than owner-occupiers. For those households who couldn't access water or washing facilities on the site, individuals tended to visit the local leisure centre or rely on neighbours.

Table 29: Access to facilities on private sites

	% of sample have access
WC	99
Postal service	99
Rubbish collection	99
Water	97
Electricity supply	97
Fire precautions	89
Children's play area	74
Shed (%heated)	72 (12)
Shower	63
Laundry	56
Kitchen facilities	49
Eating/sitting space	49
Bath	39

6.52 Nine households on private sites (12%) mentioned concerns they had around health and safety on their sites. These tended to be tenants (6 households). One respondent talked about issues related to fire risk:

"The trailers are too close to one another."

6.53 Others spoke about issues related to vehicles and children:

"Sometimes there are a lot of trailers and motors on here so we have to watch the children."

"You have to watch the children all the time because of the number of motors."

6.54 A number of other respondents talked about the busy road to which the site was adjacent:

"The road is too fast; 30-40 miles an hour would be better."

"The road is way too busy, it's a dual carriageway, and it's not exactly safe."

6.55 Just 6 households on private sites (8%) said that they had an additional base elsewhere. All 6 were on rented pitches. All but one said the base was another private site; the remaining respondent had a house somewhere. The alternative bases were in various areas, including Essex (2), Hertfordshire, Southampton, Swansea and Telford.

7. Planning and the unauthorised development of sites – findings

7.1 Unauthorised developments are a major source of tension between Gypsies and Travellers and the settled population. The new planning system is intended to create conditions where there is no need for unauthorised developments because land will be allocated for authorised site development. This chapter looks in depth at the experience of local authorities of receiving planning applications to develop Gypsy and Traveller sites and of Gypsies and Travellers making applications to develop such sites. In addition, this chapter focuses upon the development of Gypsy and Traveller sites without planning permission.

Planning applications

7.2 Following on from the previous chapter, indications of increasing number of private sites are linked with the recent pattern of planning applications. The local authority survey asked how many planning applications had been received, granted, refused and granted on appeal since 2001. Table 30 summarises these responses.

Table 30: Summary of planning applications and outcomes since 2001

Year	Address	Pitches/caravans	Outcome	
Cannock Chase				
2004	Lichfield Road, Cannock	Increase in number of caravans from 4 to 7	Approved	
Lichfie				
2007	Coleshill Street	Increase in number of pitches/caravans from 2 to 8	In progress	
South	Staffordshire			
2001	Ball Lane, Coven	2 caravans	Withdrawn	
2002	Poplar Lane, Hatherton	2 caravans	Allowed on appeal	
2002	Poplar Lane, Hatherton	6 pitches	Dismissed on appeal	
2002	Stafford Road, Coven Heath*	2 caravans	Refused	
2003	Stafford Road, Coven Heath*	1 family	Refused	
2005	Stafford Road, Coven Heath*	Not known	Withdrawn	
2005	Hospital Lane, Cheslyn Hay [#]	6 families	Refused	
2006	Hospital Lane, Cheslyn Hay [#]	6 families/8 caravans	Allowed temporary permission on appeal for 4 years (until 2011)	
2006	Stafford Road, Coven Heath*	Not known	Current appeal	
Tamworth				
	None			

North Warwickshire				
2004	Pine Grove	1 family/3 caravans	Refused and dismissed on appeal	
2004	Atherstone Road, Hartshill	7 pitches	Granted temporary permission until 2006 – reapplication in progress	
2007	Quary Lane, Mancetter	1 family	In progress	
	ton & Bedworth			
2001	21 Applications from unauthorised development Bulkington*	21	Refused	
2005	Parrots Grove, Coventry [#]	1	Granted on appeal	
2005	Withybrook Road, Bulkington*	1	In progress	
2007	Parrots Grove, Coventry [#]	1	In progress	
2007	Coventry Road, Bulkington	1	In progress	
2007	Coventry Road, Bulkington	3	Approved	
Rugby				
2002	Cathiron Lane, Harborough Magna	4 caravans	Refused; temporary 3 year personal consent granted on appeal	
2003	Brandon Lane, Coventry	6 pitches	Refused	
2003	Top Road, Barnacle, Coventry*	10 families	Refused	
2003	Brandon Lane, Coventry	Gypsy site	Refused	
2005	Top Road, Barnacle, Coventry*	10 families (2 year permission)	Refused	
2007	Woodside Park, Ryton	Not known	In progress	

Note: * or *signify applications referring to the same land

7.3 A total of 26 applications were received in 6 out of 7 LPAs. Two applications involved additional caravans on existing sites. A total of sixteen different locations were involved.

7.4 In summary the outcomes were:

Approved 2 applications, 6 additional caravans

• Allowed on appeal 3 applications, 11 caravans

Refused
Current appeal
Dismissed on appeal
Withdrawn
9 applications
2 applications
2 applications

In progress

6 applications

- 7.5 It is clear that less than half of the applications were approved directly or on appeal.
- 7.6 Reasons given for refusal all related to the application being an inappropriate development in the Green Belt, visual intrusion and insufficient very special circumstances to justify development in the Green Belt. Some refusals also cited highway issues or specific landscape conservation issues.

Unauthorised development of Gypsy and Traveller caravan sites

7.7 Overall, 5 authorities had some experience of unauthorised development of sites by Gypsies and Travellers since 2001:

• Rugby: 7 sites

South Staffordshire: 3 sites

Lichfield: 1 site

North Warwickshire: 1 siteNuneaton & Bedworth: 1 site

- 7.8 All the authorities affected had taken enforcement action against at least one unauthorised development since 2001, including the high-profile case at Bulkington in Nuneaton & Bedworth.
- 7.9 At the time of the assessment the local authorities reported that there were 9 unauthorised developments in all, involving approximately 37 pitches, in 5 authorities (Lichfield 1 site, South Staffordshire 2 sites, North Warwickshire 1 site, Nuneaton & Bedworth 1 site and Rugby 3 sites) (see Table 31 below).

Table 31: Current Unauthorised Developments

Site	Pitches/caravans	Comments			
Cannock Chase					
Nil		One tolerated site			
Lichfield	Lichfield				
Bonehill Road, Mile Oak	3 or 4 pitches	Enforcement notice, appeal dismissed. Compliance period ends 30/9/2007.			
South Staffordshire					
Ball Lane, Coven Heath	14 caravans (Jan '07) approx. 8 pitches	No action at present			
Stafford Road, Coven Heath	3 caravans (Jan '07) approx. 2 pitches	Enforcement appeal due to be heard June 2007			
Tamworth					
Nil	_				
North Warwickshire					
Atherstone Road, Hartshill	Approx. 4 pitches	Unknown action			
Nuneaton & Bedworth					
Withybrook Road, Bulkington	1 pitch	Enforcement action current			
Rugby					
Top Road, Barnacle	10 pitches	Extensive planning history. Public Inquiry on appeal against refusal of planning permission opened May 2007 and adjourned to allow negotiation over temporary consent.			
Brandon Lane, Coventry	6 pitches	None at present			
Wood Lane, Shilton	2 pitches	None at present			

7.10 Views from the local authorities differed as to whether the number of unauthorised developments would increase over the next 5 years; 5 thought they would not and 2 (Lichfield and North Warwickshire) thought that they would if there is no policy development.

Residents' views

- 7.11 During our fieldwork we managed to consult with households on seven of the developments; however, this only meant consultations with 8 households. As a result, the views of residents are discussed as real cases rather than as indicative percentages. It must also be noted that these views reflect 7 sites rather than all 9 unauthorised developments present at the time of the study.
- 7.12 Five households on the unauthorised developments provided details about how many living units they had: 1 household had 1 unit; 5 households had 2 units; 1 household had 3 units; and 1 household had 4 units. The average number of living units per household was 2.3 larger than the number for both private and socially rented sites.

- 7.13 Only 1 respondent thought that this did not give them enough space, with this respondent requiring larger accommodation than they currently had.
- 7.14 Residents of the developments were asked, on a five-point scale from very good to very poor, what they thought about a number of aspects of their site including: size of pitch; design of site; neighbours on site; location; facilities on site; and management. The vast majority of respondents on the sites viewed these issues either positively or, in a few cases, ambivalently. Respondents were particularly happy about the design of the site and the facilities available to use.
- 7.15 Experiences around access to basic facilities were sought from those on the developments (see Table 32 below). Generally speaking, access to facilities on developments was reasonably good. Most respondents had access to important facilities such as water, WC and electricity. Access to facilities was most problematic on the developments in Rugby. However, all respondents reported having access to somewhere safe for children to play.

Table 32: Access to facilities on unauthorised developments

	No. have access	No. have no access
Children's play area	8	_
WC	7	1
Rubbish collection	7	1
Water	7	1
Postal service	7	1
Fire precautions	7	1
Eating/sitting space	6	2
Shed (heated)	6 (3)	2
Kitchen facilities	6	2
Electricity supply	6	2
Laundry	4	4
Shower	4	4
Bath	3	5

7.16 Just 2 of the respondents on the unauthorised development had concerns about health and safety. One reason surrounded issues of community safety:

"If something happens to us the police take a long time to come out. A couple of months ago we were threatened but the police wouldn't come out."

7.17 Another respondent commented on how a lack of access to a power supply affected the health of family members:

"We need electricity as my little boy is disabled and we're always up with him."

7.18 It should be noted that although a large number of the households we spoke to felt they had adequate fire precautions, this is entirely subjective and their view of adequate fire precautions may differ from the precautions required by a licence if the site was authorised.

Planning issues

7.19 Local authority officers were asked if they could volunteer an example of good practice in relation to the planning approach to engagement with Gypsies and Travellers, or suggest ways forward. Only Lichfield volunteered an example of good practice in relation to the planning approach. They drew attention to the Derbyshire Gypsy Liaison Group, which can advise families as to whether land up for sale has potential for getting planning permission, and can assist families through the application process.

Residents' views

- 7.20 We were also keen to explore with Gypsies and Travellers their experience of buying land and/or going through the planning process.
- 7.21 We asked all respondents if they had ever purchased their own land; a total of 34 respondents had. This included 5 of the households on the unauthorised developments and a significant number of households on private sites (22). No households on unauthorised encampments had bought land but 6 households currently in bricks and mortar housing had bought their own land at some time in the past. A total of 22 respondents had applied for planning permission 65% of the households who had purchased land.
- 7.22 We asked respondents to elaborate on their experiences of the planning system in order to gain some insight into the process from their perspective. Most of the comments received alluded to how difficult they found gaining permission to develop and particularly in relation to the emotional stress caused and money spent:

"It took 2 or 3 years to get it passed and it already had mobile homes on here which had been on here since the 1970s."

"It's a continuing battle with council authorities."

"We didn't know how to go about it at first so we had help from a friend. He failed a couple of times because they wanted a bungalow but he got permission for caravans in the end."

"It got passed after going up two times and a lot of money."

"It was a lot of trouble. I think it was that that made my husband badly but we got it passed in the end."

"It was hell. It took so long and cost a lot of money."

7.23 A small number of other respondents seeking to develop their land suggested that they were discriminated against due to their being Gypsies and Travellers:

"We all got turned down and got pulled off because we are Travellers."

8. Unauthorised encampments – findings

- 8.1 The presence and incidence of unauthorised encampments is a significant issue impacting upon local authorities, landowners, Gypsies and Travellers, the settled population and the public purse. Just as unauthorised developments are often cited as a major source tension, unauthorised encampments are often the type of accommodation which has become synonymous with Gypsies and Travellers and is often a further source of tension with the wider community.
- 8.2 Due to the nature of unauthorised encampments (i.e. unpredictability, seasonal fluctuations etc.), it is very difficult to grasp a comprehensive picture of need for residential and/or transit accommodation without considering a range of interconnected issues. This section, however, seeks to look at the 'known' prevalence of unauthorised encampments and views of households on such encampments in order to draw some tentative indication as to the level and nature of need for authorised provision.

Policies on managing unauthorised encampments

- 8.3 For the authorities within Warwickshire there is a draft Protocol (*Firm but Fair: Managing Unauthorised Encampments the Warwickshire Way*) being developed by the Warwickshire Gypsy and Traveller Special Interest Panel, which is a Forum of professionals working with Gypsies and Travellers in Warwickshire. This forum comprises officers from the councils, the Police, Health PCT, Traveller Education and Welfare Service and the Warwickshire Race Equality Partnership. The draft Protocol is intended to ensure a positive and informed approach to enforcement taking account of human rights, race relations and all other relevant legislation and guidance.
- 8.4 The survey of local authorities showed that Lichfield, Tamworth, Nuneaton & Bedworth and Rugby have written policies for managing unauthorised encampments. Local authorities are party to joint agreements or protocols with other agencies for managing unauthorised encampments as follows:

Cannock Chase PoliceLichfield Other LAs

South Staffordshire No

Tamworth Police and other agencies

North Warwickshire Police

Nuneaton & Bedworth Police and other LAs

Rugby
 Police, other LAs and other agencies

8.5 In terms of the procedure for contacting Gypsies and Travellers on unauthorised encampments, first contact is normally made by the authorities as follows:

Cannock Chase
 Lichfield
 South Staffordshire
 LA officer or police
 Local authority or police
 No one, LA officer or police

Tamworth
 LA officer

• North Warwickshire LA officer, police or Traveller Education

Nuneaton & Bedworth LA officer

Rugby LA officer or police

8.7 No authority uses a bailiff as the first contact on an unauthorised encampment.

Good practice on managing unauthorised encampments

- 8.8 Good practice on managing unauthorised encampments was identified by Lichfield, Nuneaton & Bedworth and Rugby:
 - Lichfield and Nuneaton & Bedworth both stated that they visit new encampments to see if there are any welfare or education needs, and refer to the appropriate services. It was suggested that each of the Partner Authorities take this approach, although we did not receive confirmation of this.
 - Rugby has been working with Warwickshire Police, the County Council and other councils and agencies to develop a common assessment and consistent enforcement approach to encampments while balancing individual and community welfare issues (see the draft Protocol referred to above). Refuse collection is also arranged for households on unauthorised encampments.

Geographical patterns and incidence of unauthorised encampments

- 8.9 All the authorities keep a log of unauthorised encampments: Lichfield, South Staffordshire, Tamworth, Nuneaton & Bedworth and Rugby log all known encampments, while Cannock Chase and North Warwickshire log some.
- 8.10 The authorities were asked about the nature of encampments experienced during 2006. The number of separate encampments experienced during 2006 can be seen in Table 13, which also reports on the typical nature of encampments.

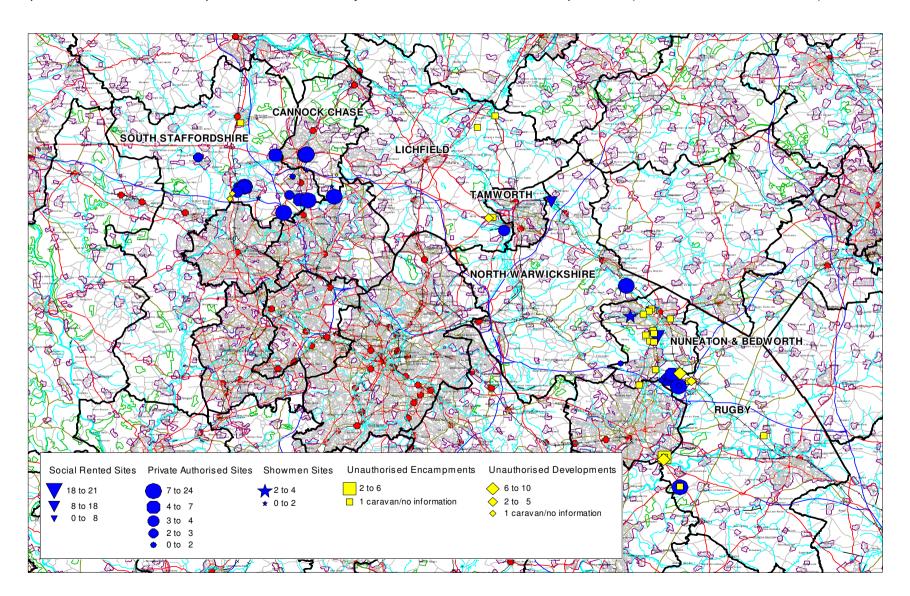
Table 13: Incidence of unauthorised camping by local authority area

Local authority	Number of separate encampments during 2006	Comments
Cannock Chase	11–15	Normally none in area
Lichfield	3	Normally none in area
South Staffordshire	1	Normally 1 in area at any
		time
Tamworth	4	Normally none in area
North Warwickshire	0	Normally none in area
Nuneaton & Bedworth	12	Normally 1 in area at any
		time
Rugby	16	Normally 1 in area at any
		time

- 8.11 As can be seen, the distribution is uneven with most encampments occurring in Cannock Chase, Nuneaton & Bedworth and Rugby at the north and south east extremes of the Study Area (see Map 1).
- 8.12 Authorities were also asked to provide details of the location, number of caravans, duration and action taken with the encampments during 2006. These were provided for 36 encampments (only those in Cannock Chase were omitted; Rugby could not provide information on numbers of caravans and only included encampments on council-owned land, which will probably understate the actual number of encampments overall).
- 8.13 The average encampment size (in areas excluding Cannock Chase and Rugby) was just over 5 caravans (range 1 to 12). Most encampments are small 11 of the 19 (58%) encampments where size is known involved 3 caravans or fewer.
- 8.14 The duration was given for 32 encampments. The average was just under 3 weeks, but this is skewed by a few longer-lasting encampments. Only 6 encampments (19%) lasted longer than 3 weeks. Information was given on sufficient numbers of encampments in Nuneaton & Bedworth (10) and Rugby (14) to show the respective average encampment durations as just less than 5 weeks and 1.7 weeks. Nuneaton & Bedworth figures include encampments on public and private land, those from Rugby include only council-owned land. The Nuneaton & Bedworth policy specifically notes the possibility of tolerating an encampment where deemed appropriate.
- 8.15 Looking at encampment locations suggests other differences between Nuneaton & Bedworth and Rugby. Nuneaton & Bedworth shows a range of addresses with only one location mentioned twice; most encampments are said to occur on industrial estates. By contrast, most encampment locations in Rugby are described as car parks or recreation grounds. Three car parks account for 10 out of 16 encampments on council-owned land in 2006.

- 8.16 We asked the authorities and Warwickshire County Council for the number of separate encampments they had recorded during the period of fieldwork for this assessment (June October 2007). There were a total of 26 encampments recorded over this period. Nuneaton & Bedworth experienced 10 encampments (the vast majority of which were calling upon residents at the Griff site), Cannock Chase and Rugby both had 6 encampments, North Warwickshire had 3 encampments, and Lichfield had a single encampment which stayed for a short period of time.
- 8.17 It is clear that land ownership obviously affects action taken by the local authority. Answers suggest that where council-owned land is concerned, it is the norm for local authorities to take court action rather than rely on negotiation. Rugby incurred costs of almost £4,600 on process server fees and court costs in connection with the 16 encampments in 2006. In answer to more general questions asked of the local authorities in relation to unauthorised encampments:
 - South Staffordshire, Tamworth and Rugby experience more encampments in summer; the other areas note no clear variation over the year.
 - The majority of authorities commented that most of the families involved in unauthorised encampments are thought to be 'in transit'. South Staffordshire and Rugby commented that the unauthorised encampments in their areas belonged to both groups who were 'in transit' and 'local' Gypsies and Travellers.
- 8.18 One of the general comments from the consultations with a number of officers revolved around the view that Tamworth had recently become unsafe or unattractive for families who would have featured as unauthorised encampments as a result of an arson attack on a trailer. There was said to be significant hostility directed at Gypsies and Travellers within the borough.

Map1: Unauthorised encampments within the Study Area relative to authorised site provision (numbers shown in caravans)



Trends in unauthorised encampments

- 8.19 Authorities were asked how the number of unauthorised encampments had changed over the past 5 years. Experience of the authorities seems to have varied: numbers have increased in Rugby, decreased in Cannock Chase, Lichfield and Nuneaton & Bedworth, and remained broadly the same elsewhere.
- 8.20 In terms of size of group, most said that encampments had remained broadly the same size over the past 5 years; Rugby said that they had increased and Lichfield that they had decreased.
- 8.21 Other changes over time noted were:
 - **Lichfield**: mostly the same groups are involved. There was a temporary increase in numbers for about 12 months when site spaces in North Warwickshire were lost (this suggests a link to the Alvecote site).
 - Rugby: there has been an increase in the number of repeat visits by groups, and more use of sites close to housing areas.
- 8.22 When asked how they expect the number of encampments to change over the next 5 years, North Warwickshire and Rugby expected an increase and Lichfield a decrease. Other authorities either did not know or expected no significant change. One of the consultations with officers indicated that overall unauthorised encampments had increased in the area with a perception that around 50% of the families on encampments wanted to remain permanently in the area.
- 8.23 From reviewing the available information, general trends are unclear for unauthorised encampments except to say that if no more provision is made, the numbers and nature of encampments is likely to persist. Generally speaking, encampments appear to occur where there is existing provision this suggests that those households on unauthorised encampments may have family links in these areas.

Living on unauthorised encampments – views from Gypsies and Travellers

- 8.24 During our fieldwork the number of unauthorised encampments we managed to consult with was at quite a low level; although we managed to interview our target number of households, we consulted with 9 households only. As a result, similar to the section on unauthorised developments, the views of households on unauthorised encampments are discussed as real cases rather than as indicative percentages.
- 8.25 Six of the nine encampments involved Romany Gypsies with 3 encampments involving Irish Traveller families.

- 8.26 All households interviewed on unauthorised encampments provided details about how many living units they had; 6 households had 1 trailer and 3 households had 2 trailers. No households had more than 2 trailers. The average number of living units was 1.3 trailers per household.
- 8.27 When the average household size for encampments (4.6) is divided by the average number of trailers households possess, this provides us with an average of 3.5 people in each trailer on unauthorised encampments.
- 8.28 In terms of space their accommodation provided them with, six in nine households felt that their trailers provided them with enough space, 2 felt that more space was needed and 1 household did not know. A lack of space was attributed to both an inability to afford additional accommodation (trailers) as well as staying on a small piece of land.
- 8.29 The majority of those interviewed had been on the encampment for a short period of time. Eight had been there for less than 1 week and just 1 had been there for between 2 weeks and one month.
- 8.30 With regard to how long they anticipated staying on the encampment, 7 respondents were intending to stay for up to 1 week, the remainder (2 respondents) did not know.
- 8.31 Respondents were asked the reasons why they were leaving the encampment. The reason given in each case related to the actions of the local authority or Police rather than a desire for a short stay in the area; for example, "Police have said we must move by 10am tomorrow" or "The police and the council want us to move".
- 8.32 Out of those respondents who were leaving the area 6 (67%) would have liked to stay in the area, 2 were happy to leave and 1 household did not know whether they would like to stay. In terms of the accommodation they were looking for, 6 households wanted a pitch on an authorised local authority site. Two respondents said that they wanted their own site. Two respondents would be interested in a house. No respondents wanted to move onto a private site owned by someone else.
- 8.33 For those households currently living on unauthorised encampments, access to facilities was a major issue (see Table 34 below). Most of the very basic facilities were inaccessible to Gypsies and Travellers. The only encampments whose households had access to anything were located in Rugby, and these had access to facilities provided by a friend who lived in a house. The following comments are representative of views from respondents on unauthorised encampments on accessing basic services:

"Electric is supplied by our own generators. We get water from garages and we go to the toilet there too."

"We go to a friend's house to get water and use the pub toilets."

"We use the side of the road, use generators for electric and get water from garages."

Table 34: Access to basic facilities on unauthorised encampments

Type of facility	Have a	ccess?
	Yes	No
Electricity supply	2	7
Water	1	8
WC/Toilet	1	8
Showers	1	8
Waste disposal/collection	1	8

- 8.34 All but one household on an unauthorised encampment reported that they could not access waste disposal facilities. From consultations undertaken as part of this study this was repeatedly reported as a main issue of tension within the settled community, as Gypsies and Travellers in many villages, towns and local areas become synonymous with fly-tipping. However, as many Gypsies' and Travellers' only means of transport are vans, their access to local tips is restricted by the exclusion of 'business' disposals, unless a charge is paid, at local authority recycling centres. At the same time, it is also possible that non-Travellers will fly-tip in areas where Gypsies and Travellers are known to reside in an effort to shift blame and responsibility. This is not to say that no Gypsies and Travellers do fly-tip but this may be a more complex issue than it first appears.
- 8.35 No household on unauthorised encampments reported having a base elsewhere.

9. Gypsies and Travellers in social and private bricks and mortar accommodation – findings

- 9.1 The numbers of Gypsies and Travellers currently accommodated within bricks and mortar accommodation are unknown but potentially large. Movement to and from housing is a major concern for the strategic approach, policies and working practices of local authorities. One of the main issues of the consultation revolved around the role that housing services do, should and could play in the accommodation of Gypsies and Travellers within the Study Area.
- 9.2 This chapter looks at the information held by the authorities around Gypsies and Travellers and housing and looks at the approaches these authorities take. The chapter then continues with analysing the responses of housed Gypsies and Travellers who took part in the assessment.

Housing policies

9.3 Authorities were asked whether specific reference is made to Gypsies and Travellers in various housing strategies:

Current housing strategy: All authorities except South Staffordshire and Rugby said specific reference is made to Gypsies and Travellers. In North Warwickshire the reference is to the need to gather more information about Gypsies and Travellers. The latest Housing Strategies of Cannock Chase, Lichfield and Tamworth all refer to the sub-regional Gypsy and Traveller Accommodation Assessment, stressing both the need for better information and increased collaborative working. Lichfield's action point further refers to ensuring that the LDF reflects the future housing needs of the District's Gypsies and Travellers. The Nuneaton & Bedworth Housing Strategy 2006–2008 (May 2006) has the fullest reference and reads:

'The authority has been involved with a number of issues relating to the housing needs of gypsies and travellers, and recognises the legitimate, varying and often distinct housing needs. The district does have a county council owned site, as well as private travellers' sites. A number of other travellers have approached the Council seeking conventional housing, and such applicants are given appropriate priority on the housing register and rehousing has taken place. The itinerant nature of the community makes assessment of need within any specific area problematic and at the start of 2005–06, there was only one family within the borough seeking a permanent site. The authority is actively seeking to assist this family, but unless and until wider regional research demonstrates

otherwise, no further sites are currently required within the borough.

The Council is awaiting the results of a regional research exercise, currently being carried out by the University of Birmingham, before making further plans for this client group. If the need for any further sites arises it will be considered against the policy in the Local Plan.

The draft RHS also identifies a number of specific policy areas which are particularly relevant to Nuneaton and Bedworth, including the need to identify more locations in which sites can be developed for gypsies and travellers.'

Current homelessness strategy: There is no mention of Gypsies and Travellers in homelessness strategies in Cannock Chase, North Warwickshire, and Rugby. In Tamworth there are references to contributing to Local Development Plan in relation to older Gypsies and Travellers. In Lichfield there is brief reference:

'C5 Gather needs information regarding specific client groups, e.g. Gypsies, asylum seekers and BME applicants.' (Homelessness Strategy Action Plan 2003: Objective C – Access and Choice)

The South Staffordshire Draft Homelessness Strategy 2007–2012 also refers to lack of information about the group and specifically to the sub-regional GTAA in the Action Plan. The Nuneaton & Bedworth Homelessness Strategy Review 2006–2008 includes a similar passage to that already quoted from the Housing Strategy. Under Strategic Aim 3 (having a pro-active approach which focuses on early intervention and preventative measures):

'Task 3.9 – county-wide assessment of need to refurbish formal sites'

Current BME housing strategy: Only Cannock Chase and Rugby have BME Housing Strategies, and neither refers specifically to Gypsies and Travellers. The BME Housing Needs Study in Warwickshire included consideration of Gypsies and Travellers with the aim of identifying the accommodation needs of those seeking to live in settled housing. Identification of Travellers proved particularly difficult and none was identified within the Study Area (6 Gypsies and Travellers were interviewed in Stratford-on-Avon).

Problems associated with the identifying respondents in the Warwickshire study stemmed in part from lack of ethnic records

on social housing applicants and tenants. Only Lichfield and North Warwickshire commented that Gypsies and Travellers are identified in ethnic records and monitoring of social housing applications and/or allocations.

- 9.4 During the survey of local authorities, authorities were asked to provide details of how homeless Gypsies and Travellers are supported through the homelessness process. Rugby made no comments. Cannock Chase commented that they were not aware of any Gypsy or Traveller approaching the authority as homeless. Lichfield, South Staffordshire, North Warwickshire and Nuneaton & Bedworth said that Gypsies and Travellers would receive similar support to any other applicants. Tamworth noted that Gypsies and Travellers would receive the same support as other applicants but also referred to telephone calls about site availability.
- 9.5 There were two positive answers to a question about steps taken to provide Gypsies and Travellers with housing advice and assistance or to help them access social housing:
 - South Staffordshire referred to a specific application where advice and assistance had been offered, but the family made their own arrangements and left temporary accommodation.
 - Nuneaton & Bedworth noted that they had undertaken a comprehensive survey of the borough to identify any council-owned land which might provide a suitable site. This was in response to a homelessness application, and led to the Stoney Road site being developed with Government funding.

Gypsies and Travellers in social housing

- 9.6 Each authority was asked a sequence of questions about Gypsies and Travellers in social housing, applicants and allocations. Most authorities were unable to provide any information.
 - Only North Warwickshire and Nuneaton & Bedworth were able to give the number of Gypsies and Travellers currently registered for social housing. These numbers were 3 and 6 respectively.
 - North Warwickshire and Nuneaton & Bedworth were also able to say how many Gypsies and Travellers were housed in 2006. In both instances it was zero.
 - Lichfield was unable to say how many homeless presentations had been made by Gypsies and Travellers in the previous 12 months. Cannock Chase, Nuneaton & Bedworth and Rugby said there had been none. South Staffordshire and Tamworth said that there had been 1 (of which they were aware), and North Warwickshire had had 2. In South Staffordshire and Tamworth the main reason for

- homelessness was domestic violence. In North Warwickshire it was families having to leave the Alvecote site because of refurbishment.
- Nuneaton & Bedworth and Rugby said that the number of Gypsies and Travellers moving into social rented housing had remained broadly the same over the past 5 years. Rugby expected numbers to remain broadly the same over the next 5 years, while Nuneaton & Bedworth expected them to decrease. Other authorities were unable to say.
- 9.7 Four authorities commented on the main reasons why Gypsies and Travellers move into housing (from a list of 8 potential reasons). In order of significance these were:
 - Health reasons: North Warwickshire and Nuneaton & Bedworth
 - Want to 'settle': North Warwickshire and Nuneaton & Bedworth
 - Want to move nearer to family/friends: South Staffordshire and Nuneaton and Bedworth
 - Harassment or other problems on a site: North Warwickshire and Nuneaton & Bedworth
 - Want a permanent house or flat: Lichfield
 - Unable to find stopping places while travelling: North Warwickshire
 - Unable to get a place on a site: No authority
- 9.8 North Warwickshire, Nuneaton & Bedworth and Rugby estimated that fewer than 10 Gypsy and Traveller families live in social housing in their areas. Other authorities were unable to estimate the number.

Gypsies and Travellers in private housing

- 9.9 Answers to questions about Gypsies and Travellers in other forms of housing were largely uninformative:
 - Lichfield said there were no significant numbers of Gypsies and Travellers living in private housing. Other authorities did not know.
 - Cannock Chase, Lichfield, North Warwickshire and Nuneaton & Bedworth were not aware of any issues arising in relation to Gypsies and Travellers living in private housing in their area; other authorities did not comment.
 - Lichfield, Tamworth, Nuneaton & Bedworth and Rugby said Gypsies and Travellers do not live on caravan or mobile home parks not specifically designed for them; others said there was no information or did not comment.

Living in bricks and mortar housing – views from Gypsies and Travellers

- 9.10 Among the 23 respondents whom we consulted who lived in bricks and mortar accommodation, 19 (83%) lived in a house and 4 (17%) lived in a bungalow.
- 9.11 In total, 35% of bricks and mortar dwellers were owner-occupiers, 48% were council tenants and 17% were private tenants.
- 9.12 In terms of the size of the dwelling, 23% had 2 bedrooms, 68% had 3 bedrooms and two households (9%) had 4 or more bedrooms. All but 4 respondents thought that their property gave them enough space. The respondents who commented on needing more space raised concerns about how their household was growing:

"I'd like a 3 bedroom house because I'm expecting a new baby."

"I have three boys, one 12, one 10 and one 4. They share a bedroom but I think they need their own space."

"There's just not enough rooms for 5 people."

- 9.13 In total, just 4 households (17%) in bricks and mortar accommodation still owned trailers. Three of these households had just 1 trailer just 1 household had 2 trailers.
- 9.14 Residents in bricks and mortar accommodation were asked, on a five-point scale from very good to very poor, what they thought about a number of aspects of their accommodation including: size of house; design of house; neighbours; location; facilities; and condition/state of repair. The vast majority of respondents on the sites viewed these issues either positively or, in a few cases, ambivalently. Respondents were particularly happy about the facilities of the house. Neighbours was the issue which generated the most ambivalence from respondents, but only 1 household viewed their neighbours in a negative light.

Table 35: Views on the house (in %)

Issue	Very good	Good	Neutral	Poor	Very Poor
Size of house	35	39	4	17	4
Design of house	35	48	13	_	4
Neighbours	32	41	23	_	4
Location	39	52	4	_	4
Facilities	52	44	4	_	_
Condition/state of repair	39	52	4	4	

9.15 All respondents had access to all basic facilities we enquired about, with the exception of 4 respondents who did not have a shower and 1 respondent who did not have a bath. Three respondents commented

- that they did not have access to somewhere safe for their children to play.
- 9.16 Most respondents had lived in their accommodation for a significant period of time 22% for 5 years or more and 70% had been there for between 1 and 5 years, with the remainder (9%, 2 households) there for less than a year. No respondent had been in accommodation for less than 3 months.
- 9.17 Generally speaking, when asked how long they were likely to remain in their house the vast majority said they did not know (57%); 35% thought they would remain indefinitely; and 2 respondents (9%) were planning to leave within the next 6 months. When asked their reasons for leaving one respondent said it was to a bigger property:

"I'm moving to a bigger and better house."

9.18 With the other respondent looking to move back onto site accommodation:

"I want to go back on to a site."

9.19 We asked all Gypsies and Travellers about their experience of living in bricks and mortar accommodation. A total of 32 households (25% of the overall sample) had experience of bricks and mortar housing. If we remove the households who are now in bricks and mortar housing from this, this indicates that 21% of the Gypsy and Traveller sample had been in bricks and mortar accommodation at some time in the past, but had since left. This is particularly interesting as 4 out of the 9 households who are currently living on unauthorised encampments have had experience of bricks and mortar living.

Table 36: Previous experience of bricks and mortar housing by accommodation type

Current accommodation type	No. lived in a house	% sample lived in a house
Unauthorised encampments	4	44
Unauthorised developments	3	43
Socially rented sites	6	35
Private sites	12	17
Bricks and mortar	6	27
Total	32	25

- 9.20 The majority of these households (62%) had lived in a house which they had rented from the local authority; (21%) had owned their own property; and 18% had rented their property from either a private landlord or RSL. Most of these had moved into this property with their family when younger.
- 9.21 As many people left bricks and mortar accommodation, we were keen to ascertain people's views and experiences of living in houses, flats,

etc. and why they had left. We asked people on a five-point scale, very good to very poor, to rate their experience. Quite surprisingly, a large number of people (39%) thought that living in bricks and mortar accommodation was either a very good or good experience; 12% had indifferent views; and 45% thought it was a poor or very poor experience. One respondent could not comment.

9.22 Of particular interest were the reasons given for leaving this accommodation. There were a whole range of different responses, perhaps reflecting some of the difficulties faced by Gypsies and Travellers in adjusting to a different way of living. We received a number of comments which tended to talk about it being better for children, an aversion to living in bricks and mortar, marriage or more cultural explanations:

"My 16 year old, who was 14 at the time, was getting into trouble. In with the wrong crowd, all older boys. He were into drugs and I didn't want that for him."

"Moved back to the caravan. I just didn't like it. I couldn't sleep."

"I got married and moved to a site with my husband."

"It was years ago and we just wanted to move."

"I like to see people around me. It's more sociable. We're a very close community, and we like our family to be together."

- 9.23 Out of all the people who had previously lived in a house, just 17% would consider doing so again. We asked respondents what the main reasons would be for considering living in bricks and mortar accommodation. The top 4 reasons were: a lack of sites, desire for a change, children's education and stability.
- 9.24 Just one respondent was on a waiting list for a house with Walsall council; this respondent was already in bricks and mortar housing.

10. Housing-related support service and general services – findings

10.1 The questionnaire to local authority officers also sought to ascertain and collate the recognition of Gypsies and Travellers in relation to housing-related support services – many of which come under the umbrella of the Supporting People programme.

Housing-related support

- 10.2 Gypsies and Travellers are mentioned in the *Staffordshire Supporting People 5 Year Strategy 2005–2010* (affecting Cannock Chase, Lichfield, South Staffordshire and Tamworth). The strategy states that there were no Supporting People funded services specifically for Travellers at the time. Staffordshire County was planning research into the needs of Gypsies and Travellers for services.
- 10.3 The Warwickshire Supporting People 5 Year Strategy 2005/06—2009/10 again notes that there is no Supporting People funded provision for the group in Warwickshire: 'However, we are supportive in principle of making funds available to support this group and will be consulting on how this might be done in future.' In a section on reaching out to excluded groups, the Strategy notes an intention for Supporting People team attendance at existing forums such as Gypsy and Traveller Liaison Meetings.
- 10.4 Most of the Study Area authorities were unaware of any housing-related support services for Gypsies and Travellers in their area. South Staffordshire noted that there are no specific services directed at Gypsies and Travellers but gave details of potentially relevant generic services being offered to homeless families (provided by Carr-Gomm with Supporting People and Prevention of Homelessness grant funding) and floating support for victims of domestic violence (provided by Stafford Women's Aid with Supporting People funding).
- 10.5 When asked which services Gypsies and Travellers most frequently approach the Council about (with a list of general housing-related support categories provided), Cannock Chase, South Staffordshire and Tamworth either said that they did not know or that Gypsies and Travellers do not commonly approach the Council (Rugby did not reply). There were 3 positive answers:
 - Lichfield: planning applications and site development, housing advice, applying for social housing, discrimination or harassment, site licensing issues and Home Repair Grants.
 - North Warwickshire: planning applications and site development, housing advice, Housing Benefit and environmental issues.
 - Nuneaton & Bedworth: planning applications and site development and Housing Benefit.

Views from Gypsies and Travellers on housing-related support services

- 10.6 It proved extremely difficult to find a suitable method to gain a clear perception as to the level of experience/need within the Gypsy and Traveller community for housing-related services. The very concept of an outside agency providing services such as support for settling into new accommodation or childcare was often seen as nonsensical because of the reliance upon strong family networks and the support that the extended family have historically provided within Gypsy and Traveller communities for this kind of issue. However, we were keen to attempt to gain some idea about the levels of need for a number of services. We consulted with key stakeholders and reviewed key documents²⁷ from elsewhere to produce a list of the kind of services to gain views on.
- 10.7 We asked all Gypsy and Traveller respondents to comment on the likelihood of using a number of services on a scale which covered: 'would never use', 'might use', 'would definitely use' and 'don't know' (see Table 37).

Table 37: Likelihood of using housing-related support services (in %)

Support need	Would never use	Might use	Would definitely use	Don't know
Finding accommodation	51	19	16	10
Settling into new	63	11	13	11
accommodation				
Budgeting	64	8	11	13
Meeting people	75	9	6	6
Accessing a GP	13	41	40	3
Accessing legal services	34	32	23	8
Harassment	38	32	16	9
Claiming benefits	49	22	16	9
Finding a job	59	15	13	8
Accessing training (for adults)	59	15	12	12
Pregnancy	58	14	10	13
Parenting	82	4	6	5
Filling in forms	27	41	23	6
Support with planning	30	34	20	11

10.8 As can be seen, the majority of respondents were not interested in receiving support with many of the services highlighted above. This might be explained by a general perception from respondents that

http://www.calderdale.gov.uk/council/consultations/engage/downloaddoc.isp?id=941.

²⁷ See Supporting People Eastern Regional Cross Authority Group – Gypsy and Traveller Conference, 27th April 2005 http://www.spkweb.org.uk/NR/rdonlyres/6DA547AB-FCBB-4B4F-AE12-A5DD282B4C34/7895/FinalReportofGypsyandtravellerWorkshopApril2006.doc and The Housing Support Needs of Gypsies and Travellers in West Yorkshire, North Yorkshire and York, December 2006,

many are not applicable to Gypsies and Travellers. Therefore these findings cannot be seen to provide an illustration as to the definitive need for such services. However, the results do seem to indicate where the current main concerns about service areas are. The services which elicited most interest, albeit still small, were (in order of interest): accessing a GP, filling in forms, accessing legal services, support with planning, harassment and claiming benefits. As can be seen, the majority of people require quite practical assistance, particularly around planning and gaining secure accommodation.

10.9 We asked respondents if they felt that they had ever experienced harassment or discrimination because they were a Gypsy or a Traveller. A total of 37% of respondents thought that they had. We asked people to expand on the nature of the discrimination/harassment and we received a variety of responses including:

"The bowling alley turned us away from the door as they didn't like Gypsies."

"We feel looked down upon. People look at you weird which makes you feel alone."

"I got chucked out of a cinema once but I took it to court and got free cinema passes for a year."

"In a shop in town they said 'the Gypsies are in again' so they watched every step we took. I told them I had the money to get what I want."

"The local pub had a 'No Travellers' sign up for a while. It was in the paper."

"My children get called Gypsy by an old man who lives across the road. He watches them and when they go out he comes out shouting and calls them names."

10.10 Interestingly one respondent talked about how she experienced harassment from other Gypsies and Travellers:

"I get harassed from my own people for being a single parent."

10.11 This perhaps serves to demonstrate that harassment and discrimination cannot be viewed in simplistic Gypsy/Traveller *vs.* non-Gypsy/Traveller terms.

General services

10.12 In order to gain some idea as to the interaction that the Gypsies and Travellers have with various local services, we asked people if they felt that they or their family had sufficient access to certain services and how important these services were to them (see Table 38). As can be seen, for the most part the services that are most important to people seem to be the ones to which Gypsies and Travellers had access to.

Table 38:	Access to	services	and imp	ortance	of service

Service	Have access (%)	Very important (%)	Quite important (%)	Not so important (%)	Not important at all (%)	Don't know (%)
Post office	93	51	34	6	1	3
Local shops	92	58	31	4	_	2
Banks	91	45	31	10	6	2
Accident and Emergency	88	51	31	4	6	2
GP/health centre	81	75	18	2	_	2
Dentist	70	44	28	15	4	3
Public transport	70	21	14	21	32	5
Sports & leisure services	70	16	27	17	24	8
Nursery schools and children's services	54	20	17	11	31	13
Health visitor	41	16	13	25	27	9
Maternity care	36	9	8	19	42	12
Social worker	26	3	2	18	53	14
Services for older people	23	5	4	7	48	27
Youth clubs	23	2	5	8	48	26

10.13 Around 14% of those we asked about accessing the above services felt that there were barriers to access. When asked to comment further on what prevented them accessing such services we received a mixture of responses:

"All the services I access are near the site. My son had to change schools, he's got special needs, as they wouldn't pay for a taxi for him to go to school with all the other travelling children."

10.14 Quite a large number of people felt that their literacy level was one of the main barriers to accessing services, with people often stating, "I can't read or write." Other people spoke about where they live, particularly if it can be identified as a Gypsy or Traveller site, as a major barrier to accessing all kinds of services:

"There's loads of problems. You can't have store cards, can't get catalogues, even taxis that we used for years have stopped coming down and they take the children to school."

10.15 For households who did not have an authorised pitch to stay on it was the lack of a fixed address which was seen as the major problem:

"We don't stay in places long enough to get the services."

"We haven't got a permanent address so can't get children in to school or get to the doctors."

10.16 We also asked whether people who worked in the local authority, health service, education and other services should be more aware of issues affecting Gypsies and Travellers. Around a fifth of people (34%) felt that more awareness was required, nearly half (33%) felt that awareness was not needed and the remainder (26%) did not know. When asked to expand on their views, the majority of people spoke about the need to treat Gypsies and Travellers equally:

"Our people have rights like any other race and we should be entitled to live the way our fathers lived."

"Public services should be aware that settled travellers' needs are the same as everyone else's; no one bothers, no one wants to know. We need help to know where we need to go for help and we need trustworthy people Travellers don't trust easily as we've been let down a lot."

"We are human beings, not aliens. People pull fast ones on you because you can't read or write."

"We're not all animals – there's good and bad in everyone."

11. Employment, education and health – findings

- 11.1 This section presents findings relating to Gypsies and Travellers in the three main service areas of employment, education and health.
- 11.2 There are various agencies and organisations in the Study Area which work with Gypsies and Travellers in the areas of employment, education and health. However, apart from West Midlands Education Consortium, none of these appeared to have a service specifically for Gypsies and Travellers.

Gypsies and Travellers and work, employment and training

- 11.3 For this section the survey started with a general question about the kind of work undertaken by respondents and their families. Answers were extremely varied with the most popular broad areas being gardening/tree work, carpet related trades, uPVC, guttering and scrap. It was clear that many of these trades were practical and manual and it was not uncommon to find families engaged in multiple trades.
- 11.4 We also asked how many people were self-employed and employed in the households. Out of the sample of 80 respondents who volunteered information, 78 had self-employed family members and just 3 households had people who were employed by someone else. Clearly self-employment is a major mode of employment for Gypsies and Travellers.
- 11.5 Only 3 households who currently travelled felt that travelling had an impact on their work. Just one respondent expanded on why this was the case:

"Sometimes just as you get work you then have to move; we often have to leave the work to move."

11.6 The survey also asked whether or not households had any particular 'site needs' in relation to their work (i.e. the storage of equipment, etc.). Just 7 households said they did; these respondents all wanted either more room to park vehicles or more room to store tools:

"I like it here but I wish we had a bit more room for our stock."

"Need more room for vehicles for our work and lifestyle."

"Need space for van parking and tool storage."

11.7 In terms of training for work, only 6% of the sample (7 respondents) had been on some form of training, either formal through the colleges or work (5 people) or informal through friends, family and social networks (2 people). An additional 7 respondents (6%) wanted to take

part in training at some point in the future – all were women. These respondents commented further by saying:

"I would like to but can't as I'm looking after mother."

"I'd like to learn the internet or I'd like to do beauty therapy. I want qualifications so I can make something of myself as I'll never get married again. I used to work in a motor parts company cleaning."

"I'd like to learn flower arranging."

"Would like to learn to read properly."

"Something in childcare or catering would be good."

11.8 We asked each respondent to comment on the level/standard of education that they themselves had obtained. A large number of people chose not to answer the question or simply stated "none" or "didn't go to school". For those respondents that did comment, generally speaking there were very low levels of educational attainment, with only 5 respondents reporting having sat some form of examination. At least 40 respondents (around a third of the sample) reported problems reading and writing (31%) and around 30 respondents said they had had no education. It was common to find women reporting poorer levels of literacy than men or their husbands and also common to find that people had left formal education at around 11 years of age.

Gypsies and Travellers and education

- 11.9 A total of 68 households had school-age children (between 5 yrs and 16 yrs). A total of 43 households said their children regularly attend school (63% of households with school-age children) with just 2 additional households reporting that their children receive home education. Twenty-four respondents said their children did not attend school regularly, and 1 respondent said they did not know if their children went to school regularly.
- 11.10 In terms of differences in attendance levels, children were most likely to attend school regularly if they were in bricks and mortar accommodation or on owner-occupied private sites. Almost two-thirds of households on private rented sites reported regular school attendance. The majority of respondents on socially rented sites reported poor school attendance. Respondents on unauthorised encampments reported the lowest levels of regular attendance in comparison to other accommodation types, with no one reporting regular attendance at school.

11.11 We asked those respondents with school-age children to rate their children's schools. The majority of people viewed the school positively as either very good or good (84%), 8% felt the schools were neither good nor poor, while just 2 respondents (4%) viewed the schools in a negative light. We asked respondents to expand on why they had given this rating. All the comments we received expanded upon their positive rating:

"They are really good because the teachers are very understanding of our ways."

"He's learning loads but the school is still quite rough. I want him moving to a Catholic school."

"My children have a good education and don't get treated differently than anyone else."

"My sons all have loads of friends there and the teachers seem really interested in our culture."

"The school are very good here with the children. If we want to move away for a week or two we just let them know."

- 11.12 We also asked people how easy or difficult they thought accessing children's education/schools was in the local area. Although most said they did not know (36%), 50% felt that access was either easy or very easy. Only 9 respondents (7%) thought access was difficult or very difficult.
- 11.13 Just 19 respondents (28%) with school age children had contact with the local Traveller Education Service (TES). Fourteen respondents (74%) thought the service was either very good or good, 2 respondents thought the service was either poor or very poor (11%) whilst the remainder did not know. We asked people to expand on what they thought was good or bad about the service; positive comments received included:

"They help the children a lot."

"There's one to one education if needed."

"[name of worker] is doing some stuff with the eldest at school and a lady helps us get the uniforms."

"They are good because they would come onto the site with a bus and show us how to use computers."

11.14 A more negative comment stated:

"The West Midlands Consortium education for Travellers never came back when they said they would."

Gypsies' and Travellers' and health

- 11.15 One of the consultations involved a health worker in Nuneaton & Bedworth who spoke about work they had been pursuing with members of the Gypsy and Traveller community. This worker reported that after recognition that there were difficulties with Gypsies and Travellers accessing health services a number of steps were taken, including:
 - All families on unauthorised encampments are registered with GPs
 - A 'health bus' was provided to go on to sites
 - The health worker liaises with the relevant LA officer to access families on encampments.
- 11.16 Identifying households where members have particular health needs for special or adapted accommodation is an important component of housing needs surveys. A growing number of studies show that Gypsies and Travellers experience higher levels of health problems than members of the non-travelling population.
- 11.17 We asked whether respondents had members of their households who experienced some specific conditions (mobility problems, visual impairment, hearing impairments, mental health problems, learning disabilities or communication problems). As can be seen from Table 39, the vast majority of households do not have members with any of these specific conditions. However, a small but significant number of households do have members with these health problems, particularly mobility issues and visual impairments. A total of 7 households reported living with someone who had some sort of mental health problem.

Table 39: % households with family members with specific health problems

Type of condition	No one in household	One person in household	Two people in household	Three people in household
Mobility problems	80	13	1	
Visual impairment	74	13	6	1
Hearing impairment	86	8	_	_
Mental health problems	88	6	_	_
Learning disability	93	1	_	_
Communication problems	90	3	1	_

11.18 A further 52 households (41% of the sample) had someone in their family who experienced some other kind of health problem. Conditions reported included (in most prevalent order) arthritis, asthma, diabetes, heart problems, blood pressure, kidney problems and back problems. One person mentioned that their son had behavioural problems and another reported experiencing panic attacks. Although not specifically a 'health problem', one woman reported a previous experience of domestic violence.

12. Accommodation histories, intentions and travelling – findings

12.1 This section looks at some of the ways the Gypsies and Travellers we spoke to during the course of the study have lived in the past and how they would like to live in the future.

Accommodation histories

- 12.2 In order to gain some idea as to the movement between different types of accommodation, this section of the survey looked at a range of different issues including: the sort of accommodation they had immediately prior to their current accommodation; the general location of prior accommodation; reasons for leaving this accommodation; and the reasons for living in their current accommodation.
- 12.3 The majority of Gypsies and Travellers living on authorised sites in the Study Area had been on their current site for lengthy periods (Table 40). However 31% of the sample had been on the site for less than one year, with 17% being there for less than 6 months. Broadly speaking, 1 in every 5 households occupying a private rented pitch was relatively new to the site, having been there for no more than 6 months. Private rented sites are clearly acting as a form of transit provision in the Study Area.

Table 40: Duration of residence on current site

Duration of residence	% of respondents
Less than 6 months	17
6–12 months	14
12 months-3 years	18
3 years-5 years	11
Over 5 years	40

12.4 The previous accommodation of those on authorised sites, in order of significance, is shown in Table 41. As can be seen, the main form of accommodation that households on authorised sites had prior to their current site was a privately rented pitch followed by the roadside (unauthorised encampments), and then by a socially rented site and private transit site.

Table 41: Prior accommodation of households on authorised sites (private and socially rented)

Type of prior accommodation	% of respondents
Private rented pitch	38
Roadside	16
Socially rented site	15
Private transit site	15
Own land	7
Bricks and mortar housing	2
Other	2
Socially rented transit site	1
Caravan Park	1
Farm land	1

- 12.5 Households from unauthorised sites came mostly from unauthorised encampments. Other previous accommodation types include: private rented site (1 respondent), council site (1 respondent), bricks and mortar (2 respondents) and farm land (2 respondents).
- 12.6 We asked people to tell us what precipitated their move from their previous accommodation (respondents could choose from a list of different reasons). The three most common responses were: no particular reason; work; and children's schooling. Households on unauthorised encampments, however, cited eviction as being the main reason they had left their previous accommodation.

Travelling patterns and experiences

- 12.7 In order to shed some light on the travelling patterns and experiences of Gypsies and Travellers throughout the Study Area, respondents were asked about a range of issues associated with travelling.
- 12.8 One of the most important issues to gain some information on was the frequency that households travelled. The vast majority of people reported that they never travelled or travelled seasonally, which generally means for short periods during the summer months. Table 42 breaks this down by accommodation type.

Table 42: Frequency of travelling by current accommodation type

How often travelled?	Current accommodation type				
	Unauthorised encampment (%)	Unauthorised development (%)	Socially rented sites (%)	Private sites (%)	Bricks and mortar (%)
Every week	89	_	_		_
Every month	_	_	_	1	_
Every couple of months	_	14	6	17	_
Seasonally	_	29	6	40	22
Once per year	_	_	13	9	17
Never	11	57	75	33	61

- 12.9 Unsurprisingly, unauthorised encampments are the most mobile, followed, a long way behind, by people in authorised accommodation.
- 12.10 We asked those who said they never travelled to tell us why. Again, we received diverse replies. Some common themes were around being less physically mobile or disabled, being too old or general health reasons. Others talked about how they were *'settled'* or how they liked the place they were now living.
- 12.11 The majority of respondents felt that this was typical (67%) with the remainder commenting that this had changed over the past few years. When asked in what ways it had changed we received a variety of responses including:

"It's changed for the worst. The sites are too full to pull onto."

"Our children are older and we feel it's time to settle down in one place."

"We don't go away for summer now as we're too old for travelling now."

"I've bought my own land now so I don't have to keep moving."

"There's not enough places to stop anymore – you get moved on and end up going from town to town."

"Years ago we used to travel often, on back lanes, moving every fortnight, went to fairs and things but it's too dangerous now."

- 12.12 For those who did travel, however, we asked them where they liked to go. This was an open question designed to allow respondents to mention three of the places they visit most frequently. The most common answer consisted of areas within the Study Area, particularly Cannock and Staffordshire in general. The second most common destination seemed to be Appleby Fair. Although people mentioned preferences for travelling to Manchester, Doncaster, Liverpool, Morecambe and Newcastle, there was a general 'Southwards' theme in travelling patterns with people mentioning areas such as Birmingham, London, Cardiff, Telford, Essex and Southampton. One of the most common responses, however, was, 'anywhere' or 'anywhere I can get work'.
- 12.13 For those people who still travelled, there was a wide variation in how many caravans/trailers they travelled with from 1 to 8, with most people travelling with between 1 and 3 caravans.
- 12.14 People tended to travel in significant numbers with a number of respondents travelling with 10–15 people. It was not uncommon for people to travel in groups of more than 5 people.

12.15 In total, approximately a third of the sample had travelled to some extent over the past 12 months. It was clear from the responses that attendance at Appleby Fair or other fairs was the main reason Gypsies and Travellers chose to travel. However, during this 12-month period households travelled for a number of other reasons. In order of popularity, after Appleby Fair, people tended to travel for work, for a holiday and to see and visit relatives. Other comments about why people had travelled included:

"We just go to conventions or missions, or the fairs and shows."

"We move a lot because we can't find a good site to stay on."

- 12.16 With regard to what type of accommodation people had used while travelling during the last 12 months, by far the most common was staying with family or relatives on private sites, followed by public or private transit sites, and then by pulling up at the 'roadside', which as a general rule would indicate unauthorised encampments. It was more common for families to use the 'roadside' in the countryside than in more residential town/city environments.
- 12.17 Out of the people who had travelled in the last 12-month period, 10% had been forced to leave where they were staying, largely as a result of evictions and harassment issues. Some respondents reported having to leave sites as a result of fears over personal safety.
- 12.18 In order to further understand people's travelling patterns, we asked everyone where they thought they might travel in the next 12-month period (summer 2007–summer 2008). Interestingly, there was a significant amount of travelling anticipated in areas local to where they were based now. This was particularly the case for households on unauthorised encampments, where 100% of households on unauthorised encampments intend to return to the same local area and areas surrounding it (Table 43).

Table 43: Anticipated areas to travel to over the next 12 months

Travel in the next 12 months?	% of travelling respondents
Within same local area	26
Within the Study Area ²⁸	22
Within the West Midlands	23
Other parts of the UK	39
Abroad	13

12.19 In terms of preference for accommodation when travelling, people were asked about the sort of sites/land they would like to use in future (Table 44).

2

²⁸ The particular geographical areas concerned were explained to respondents as fully as was possible.

Table 44: Popularity of preferred accommodation

Type preferred accommodation	% of respondents
With family on private sites	57
Caravan park	32
Public/private transit sites	27
With family on socially rented sites	26
Farmers' fields	16
Roadside	12
Other	6
Hotels	2

- 12.20 As Table 44 shows, when travelling, people would rather stay with family on private sites, followed by staying on more mainstream caravan parks. More people wanted to stay on mainstream caravan parks than actually used them in the last 12-month period. Staying on transit sites and council sites were viewed at about the same level of popularity. Anecdotal evidence from fieldwork in other local authority areas indicates that there is a general negative view of transit site provision amongst Gypsies and Travellers. However, this may reflect the perceived current standard, management and availability of such sites, which is generally seen as quite poor, rather than a comment on the nature of transit accommodation itself. Staying on the roadside was slightly more preferable to staying in hotels when travelling.
- 12.21 More than half of respondents (57%) thought that their last 12 months' travelling patterns were likely to remain similar for the foreseeable future.

13. Household formation and accommodation preferences and aspirations

Household formation

- 13.1 A total of 4 households (4% of the sample) reported concealed households (i.e. that there were separate households currently living with them in need of accommodation), which equates to a total of 4 separate households. These included children who required their own accommodation, but in some cases they were described as being extended family members (i.e. sister-in-law, parents, brother etc.). All of these new households were expected to want to settle in the area where they currently lived. All wanted trailer-based accommodation.
- 13.2 Respondents were also asked whether there were people living with them who were likely to want their own separate accommodation in the next five years (2007–2012). A total of 16 households said that there were people living with them who would require independent accommodation within the next five-year period. This amounted to 20 separate households (15 of which were on authorised site-based accommodation). We are confident there was no double counting between these different time periods.
- 13.3 The vast majority were thought to want trailer-based accommodation (including those households currently in bricks and mortar housing) or said that 'it was up to them how they lived'. One future household was expected to request bricks and mortar accommodation. All but one respondent thought that these households would be likely to continue living near where they currently live.

Accommodation preferences and aspirations

13.4 The final section of the survey with Gypsies and Travellers looked at some of the ways in which they would like to see accommodation options change and what some of their preferences were around accommodation.

Long-stay residential sites

13.5 A total of 34 respondents (28% of the sample) said that they would like to move to either a long-stay residential site or a different residential site. All but one unauthorised encampment household were interested in this. No respondent on the unauthorised developments was interested, as they said they were happy where they currently were. A total of 4 households from socially rented sites would consider moving to another site (25% of the sample from socially rented sites); 3 of these households were from the Alvecote site in North Warwickshire.²⁹

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²⁹ Although this is based on a low sample size.

Seventeen households from private sites expressed an interest in moving to a different site (22% of the sample from private sites in the Study Area). In addition, five households from bricks and mortar accommodation (2 from Cannock Chase, 2 from Nuneaton & Bedworth and 1 from South Staffordshire) reported a desire to move to site-based accommodation (24% of the bricks and mortar sample).

- 13.6 The vast majority of those respondents who reported a desire to move to a long-stay residential site all wanted to remain within the same local area (local authority) in which they were currently accommodated. Just 17% of respondents would look to move to another area. It was not specified which areas these would be.
- 13.7 We asked all respondents who expressed an interest in long-stay sites how long they would expect to stay on such a site. The majority of people could not indicate a time and simply answered 'don't know' (68%); 22% thought they would stay on a site for 5 years and over; the remainder of the sample stated times of 5 years and less.
- 13.8 We asked all respondents who expressed an interest in moving to a long-term residential site to indicate the area where they would like a site to be. The vast majority wanted the site within the Study Area (83%). 43% indicated the West Midlands generally, with almost half of the sample indicating anywhere in the UK (49%).
- 13.9 We enquired about views as to the maximum size of a residential site. The vast majority of respondents said that a site should not be any larger than 20 pitches, with a significant number of respondents preferring sites of between 10 and 15 pitches.

Transit/short-stay sites

- 13.10 A total of 21 respondents said that they would be interested in stopping at a short-stay or transit site (18% of the sample). This comprised: 3 households on unauthorised encampments; 1 household on a socially rented site; 15 households from private sites (mainly from private rented pitches); and 1 household from bricks and mortar accommodation.
- 13.11 We asked all respondents who expressed an interest in short-stay sites how long they would expect to stay on such a site. A large number of people could not indicate a time and simply answered 'don't know' (48%); 17% felt they would stay for a very short time (1–4 weeks); 22% thought they would stay for between 1 month and 3 months; 13% thought they would stay for between 3 months and 6 months.
- 13.12 There were mixed views on the preferred size a site should be. A small number of people thought a site should be around 1–5 pitches in size, with a few indicating that 20–22 pitches was the maximum number of pitches for short-stay accommodation. There seemed to be a general

consensus, however, that a site containing around 10 pitches would be their preference.

Incorporated long-stay and short-stay sites

13.13 We also asked people what their thoughts were about sites that incorporated both long-stay pitches and short-stay pitches. Most respondents said they did not know (57%), 27% thought it was a good idea and around 16% viewed it as a bad idea. We asked people to comment on their answer. Comments in favour of such a site included:

"It's alright as long as it's run right. The Scunthorpe site was like that."

"That'd be good because family can then stay for a time."

"I think it's good. They can come and go but if they want, they can stay and their families can pull on with them."

"We have a friend that stays on one and they say it's very good because if your children want to have a week with you they can."

13.14 More tentative comments included:

"OK, but the council should run transit bit to check who goes on. You'd need wardens on the transit bit."

13.15 Views against such a site included:

"It's a bad idea. Permanent people build good relationships but comers and goers don't mix the same."

"It would be a blood bath. You don't know who's moving on."

13.16 Overall, it was clear from the people we spoke to that there was a split in views between those people who thought that a mix was a good idea and those that thought it was a bad idea. It was evident that people did not want to open their residential site up to just anyone and that the use of a more short-stay area should be restricted to the families of residential site residents. Therefore, where short-stay pitches are made available, on residential sites, some control over transit users may be necessary in order to ensure and maintain feelings of safety and cohesion for the more permanent residents.

Accommodation preferences

- 13.17 We asked all respondents to comment on their preferences for the following different forms of accommodation:
 - A private site owned and lived on by them or their family

- A site owned by another Gypsy or Traveller
- A site owned by the local council
- A family-owned house
- A local authority or housing association owned house
- Travelling around and staying on authorised transit sites
- A 'group housing' type site (mixture of transit/residential/chalet/ trailer accommodation)
- 13.18 The answers were ranked on a scale from 1 to 10, 1 being the worst option for them and 10 being the best option. The mean (average) answer for each scenario is presented in preference order in Table 45 below. This shows that by far the most preferred form of accommodation is a private site owned either by themselves or their family. This is followed by the maintenance of a travelling way of life where people move from site to site, and then a site owned by the local council (but could be extended to RSL as well). Living on a site owned by a private landlord was seen relatively ambivalently. Living in a privately owned house was seen reasonably favourably. Living in a local authority or housing association house was regarded as the least favoured option, followed closely by living on a form of group housing.

Table 45: Views on the type of accommodation preferred

Type of site	Mean answer
A private site owned by them or their family	9.3
Travelling around on authorised transit sites	6.2
A site owned by the local council	6.0
A site owned by another Gypsy or Traveller	5.8
A family-owned house	5.3
A site owned by a private landlord (not a Gypsy or Traveller)	5.3
'Group housing'30	4.7
A local authority or housing association owned house	3.4

13.19 This final section looks at some of the qualitative information we obtained about the kinds of places people prefer and aspire to live in. We asked all respondents to talk openly about both the best place they had ever lived and the worst place. In terms of the worst place people lived, we received a variety of responses. Many people talked about how living on the roadside was the worst place for them:

"Anywhere on the roadside. There's no toilets, baths, water and I couldn't get the children into school."

"I don't like sleeping on the roadside – it's too dangerous now."

"Oxford. You can't stop on the side of the road over there because they move you on all the time."

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 $^{^{30}}$ On the questionnaire this was phrased as 'A site incorporating long stay/permanent plots/housing with short stay/transit facilities'.

13.20 Others tended to mention the reaction of the non-Traveller community:

"It was at Derby on a piece of waste ground. During the night someone kept throwing stones at our caravan."

"In Colchester as the site was no good and it wasn't that good for work but there was too many travellers there and the gorgers don't like it."

13.21 A number of people commented that their time living in a house was a particularly unpleasant time:

"In Birmingham we lived in a house but the neighbours were rude."

"A house. The children were behaving badly and the eldest got expelled. Didn't like the house, as I was frightened to go upstairs at night. Everyone looked down on you and called you racist names. I daren't look out of the kitchen window at night. Hated it so much."

13.22 Others were more specific about their experiences at particular places:

"Bournemouth, the site had just opened and the toilets and shower were in a very small block and the site was too close to the road."

"On the Chesterfield council site. My partner's family are all there but they are very bossy and like to tell you what to do all the time."

"A council site 30 years ago. There was nowhere for the children to play and it was very badly run."

"Ireland. I went there about three years ago for a holiday but there was too much gossiping and back biting from other people."

"Lincoln on a council site. It was no good, all the sheds were broken up and it was very dirty. I didn't let my children play out there."

13.23 Similarly, in terms of the best places people had lived we received a variety of comments – some which were quite general about the things they required:

"Anywhere you can stay without being moved all the time."

"The best place I lived on was a council run site. Everyone was friendly and looked out for one another. You weren't afraid to go out because everyone played out for ages and you were safe."

13.24 Others provided more specific examples:

"The Birmingham site, it was near to town and had good pubs."

"I think it was Blackpool on a private site. It was very nice, we were there for years but we had to move for family reasons."

"Cambridge, it was our own land. We got it passed and some of our family were on there with us but then some bad travelling family pulled on so we sold up and left."

"Cannock near the Chase – the people are really nice and friendly."

"Years and years ago we all pulled onto Wisbech for fruit picking. We'd pull onto the farmer's fields and go to work all day. There was little children playing in the fields and the older ones helping. Then at night all sit around the fire. Good old days."

"The Linehouses Caravan Park (Stoke-on-Trent). It was a great place to live and socialise."

"Scotland because a lot of Gypsies travel there in the summer. There's lots to do and lots of friends."

13.25 It was clear, though, that the presence and proximity to family and friends was a major reason why certain areas and experiences were viewed as positive:

"A private site in Gloucester. I have a lot of family up there and a lot of friends on the site. I would like to go back and stay but my husband likes travelling around."

"On the Griff site. I Loved it. I was there for years before the trouble. All my people are on there. I feel happy there."

"I like staying at Norwich with my older sister and her family on a council site. I liked the people and my children were really happy there."

"Near Leicester on my brother's private plot of land. It was very nice but we moved to give him more room."

"On my Dad's ground at Telford because I like being with my parents."

13.26 However, the place where the vast majority of people talked about as being the best was where they were currently living – particularly if it was a private site they owned themselves:

"Here all the family's here."

"Here because I have all the facilities I need. The kids are in school and I don't have to move every week. What more could I want? All travellers need their own land."

"This is the best place. When you're on roads you get moved on, tormented to death and plagued alive. This is a good place; it has peace for me and I ain't going to lose it."

14. Travelling Showpeople

14.1 Travelling Showpeople occupy an unusual position in planning terms and a separate planning Circular, detailing the particular planning needs of Travelling Showpeople, has recently been produced – Circular 04/07. As well as detailing the requirements for pitch identification and allocation for Travelling Showpeople, Circular 04/07 also requires that the accommodation needs of Travelling Showpeople are included within GTAAs.

Information from local authorities

- 14.2 Just two of the authorities' current development plans include policies towards sites for Travelling Showpeople (Cannock Chase and South Staffordshire), details of which can be found in Appendix 1.
- 14.3 The level of provision of sites for Showpeople has been static across the Study Area since 2001. Only South Staffordshire expects the number of sites to increase in the next 5 years.
- 14.4 Recent planning applications for Showmen's sites had been received by:
 - Cannock Chase: applications for renewal of temporary permissions on an existing site in 2002 and 2005
 - South Staffordshire: 2 applications in 2006 1 withdrawn and 1 refused. The refusal was on an application to improve an existing site. It was deemed unacceptable because it did not include any provision for off-street parking/storage.
- 14.5 There have been no incidents of unauthorised development of sites for Travelling Showpeople in the Study Area since 2001.
- 14.6 Table 46 summarises details of the 4 sites currently provided in the Study Area. The level of provision is relatively small and mostly in the north-western part of the Study Area. These sites accommodate an estimated 20 households.

Table 46: Sites for Travelling Showpeople from information provided by local authorities and the Showmen's Guild

Site	Plots	Comments						
Cannock Chase								
Grove Colliery, Norton Canes	3	Temporary planning permission renewed on several occasions. Provides rented plots.						
Lichfield								
Nil	_							
South Staffordshire								
Kingswood Colliery, Churchbridge	Approx. 5	Ongoing issues re Certificate of Lawful Use or Development. Provides rented plots.						
Dobson's Yard, Featherstone	Approx. 10	No planning permission. Provides rented plots						
Tamworth								
Nil								
North Warwickshire								
Nil	_							
Nuneaton & Bedworth								
Old Station Yard, Nuneaton	2	Established use. Owner-occupier pitches						
Rugby								
Nil	_							

Views from Travelling Showpeople

- 14.7 In total, five interviews were achieved with site (yard) based Travelling Showpeople. Once again, as a result of the relatively low number of interviews, the views of residents are discussed as real cases rather than as indicative percentages. It must also be noted that these views reflect 3 of the yards rather than all 4 known yards present at the time of the study. This is due to an inability to access the remaining yard.
- 14.8 All households provided details about how many living units and vehicles they possessed. Two households had 4 living units, one household had 2, and two households had 1 living unit. The average number of living units was 2.4 units per household. These tended to be larger static units rather than smaller trailers/tourers. Most households had a significant number of vehicles (including vans and lorries) with the average number being 6. All but one household was currently operating as a Travelling Showperson one was retired. Two out of the five households reported not having sufficient room for their living quarters. The lack of room was anticipatory as they had children who were older and who are looking to start families soon. In addition, three of the households reported not having enough room for vehicles in each case this related to a lack of work space to maintain and build their equipment. Generally speaking, across all the households

interviewed, space on the yards was at a premium, with one household commenting:

"There's only enough space for us; we can't let anyone else on. We're always getting people asking if they can stay with us but there's no room."

- 14.9 Generally speaking the households on the owner-occupier yards viewed their yard in a positive light. The households on the rented yards viewed a number of factors quite negatively particularly the size of plot, design of yard and facilities available. One of the households also commented that the management of the yard was very poor: "they don't provide anything".
- 14.10 All households had access to most of the facilities we enquired about (including water and electric supply, WC and rubbish collection) although all households lacked somewhere safe for children to play and a bath. Although all households had access to electricity and water supplies, this was described as sub-standard as the water pressure was low and their electricity supply was intermittent. WC facilities were provided by chemical toilets.
- 14.11 All but one household had concerns about health and safety on their yard. One such concern was around security and they had recently installed CCTV to assist with this, the others' concerns related to potholes in the roads.
- 14.12 We asked all households to comment upon what improvements they would like to see made to their yard. These included:
 - Space for children to play
 - Tarmac
 - Lighting
 - Improved sewage
- 14.13 All households had lived on the yards for 5 years or more. Three households thought they would remain on the yard indefinitely; the remaining 2 expected to leave with 6 to 12 months. We asked the 2 respondents who were planning to leave why this was. One respondent was leaving because the owner was closing the site due to the requirements the yard needed (South Staffordshire). The other respondent was leaving because they wanted to own their own yard but did not have a yard to go to (Cannock Chase). Both respondents wanted to stay within the area and owner-occupation was the goal.
- 14.14 All households were local to the area in some way and those that still worked fairs travelled a significant amount from once or twice every week to 8 months a year. Birmingham was the main venue for fairs but respondents also worked in Wolverhampton, Cannock, Warwickshire and Leicestershire.

- 14.15 There was a mixture in preferences for how people preferred to live when working; two households commuted from their residential yard to their workplace, two respondents preferred to stay on 'Fairland' in order to "keep an eye on the equipment".
- 14.16 A total of 3 additional households were thought to require independent accommodation over the next 5-year period (2 in South Staffordshire and 1 in Cannock Chase). All were the children of the respondent's and all were thought to want to live near to their families.
- 14.17 Because so little is known about how Travelling Showpeople live and want to live, rather than confine respondents to tick-box answers, we wanted to provide respondents with as much chance to talk to us about their needs as was possible. It was clear that Travelling Showpeople were keen for the local authorities to offer them greater acknowledgement and recognition in planning for yards. Broadly speaking there were two main messages: firstly, respondents wanted more land available that they could purchase and develop for their own needs; secondly, respondents were keen to stress that such land needed to be large enough to be able to accommodate the number of living units and vehicles that Travelling Showpeople require.

15. An assessment of need for residential pitches

- 15.1 Nationally, there are no signs that the growth in the Gypsy and Traveller population will slow significantly. Indeed, population characteristics emerging from research around Gypsy and Traveller accommodation agree that the formation of new households is inevitable. Although the supply of authorised accommodation has declined since 1994, the size of the population of Gypsies and Travellers does not appear to have been affected to a great extent. Rather, the way in which Gypsies and Travellers live has changed, including an increase in the use of unauthorised sites; innovative house dwelling arrangements (i.e. living in trailers in the grounds of houses); overcrowding on sites; and overcrowding within accommodation units (trailers, houses, chalets, etc.).
- 15.2 From an analysis of the data presented throughout this report there is every indication that the Study Area will share in this national growth as a result of its long-standing Gypsy and Traveller community, key transport links and attractive urban and rural localities. In turn, this survey has indicated that in many Gypsy and Traveller families, older children will want to form new households, preferably near their families across the Study Area.
- 15.3 Given the presence of unauthorised encampments, household concealment and future household formation, the current supply of appropriate accommodation appears to be significantly less than the 'need' identified. It is the conclusion of the project team that there is a need for more pitch-based accommodation for Gypsies and Travellers within the Study Area. The following chapters look in depth at this issue, considering residential and transit pitch need for Gypsies and Travellers, specific pitch needs for Travelling Showpeople and needs relating to bricks and mortar accommodation.

Calculating accommodation supply and need

15.4 The methods of assessing and calculating the accommodation needs of Gypsies and Travellers are still developing. In 2003 a crude estimation of additional pitch provision was made at a national level based predominantly on information contained within the Caravan Count.³² The Guidance on Gypsy and Traveller Accommodation Assessments also contained an illustration of how need for Gypsy and Traveller accommodation might best be calculated.³³ In addition, guidance for Regional Planning Bodies has been produced, which outlines a systematic checklist for helping to ensure that GTAAs are accurate in their estimation of accommodation need based upon a

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Niner, P. (2003) Local Authority Gypsy/Traveller Sites in England, London: ODPM.

Niner, P. (2003) Local Authority Gypsy/Traveller Sites in England, London: ODPM.

33 CLG (2007) Gypsy and Traveller Accommodation Assessments – Guidance, London: HMSO.

range of factors.³⁴ It is from this latter guide that our estimation of supply and need is drawn. In particular, residential accommodation need is considered by carefully exploring the following factors:

Current residential supply

- Socially rented pitches
- Private authorised pitches

Residential need 2007-2012

- Temporary planning permissions, which will end over the assessment period.
- Allowance for family growth over the assessment period.
- Need for authorised pitches from families on unauthorised developments.
- Allowance for net movement over the assessment period between sites and housing.
- Allowance for net movement over the assessment period between the Study Area and elsewhere.
- Allowance for potential closure of existing sites.
- Potential need for residential pitches in the area from families on unauthorised encampments.

Pitch supply 2007–2012

- Vacant pitches over the assessment period.
- Unused pitches, which are to be brought back into use over the assessment period.
- Known planned site developments.
- 15.5 Within the guidance for producing GTAAs there is also the consideration of 'new households likely to arrive from elsewhere'. It remains unclear from the findings if movement between the Study Area and elsewhere will affect the numbers of Gypsies and Travellers requiring residential accommodation across the Study Area. Although a number of households indicated a desire to live elsewhere in the UK these families tended to be those on unauthorised encampments who intended to maintain a travelling lifestyle or a return to their permanent base.
- 15.6 It is understood that generally speaking, the Study Area is a popular area for Gypsies and Travellers looking for both residential and short-stay/transit accommodation. Gypsies and Travellers spoke about the 'draw' of major urban areas such as Manchester, Birmingham and London; the possibility of short-term employment opportunities in the area; family links in the area; and, as all local authority areas within the Study Area are noted, for its links to the main transport network (especially its heavily used main roads).

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³⁴http://www.communities.gov.uk/pub/209/PreparingRegionalSpatialStrategyreviewsonGypsie sandTravellersbyregionalplannings id1508209.pdf

- 15.7 As this accommodation assessment (in line with other accommodation assessments) included Gypsies and Travellers within the boundaries of the Study Area, it is impossible to present a reliable estimation on the need for accommodation for Gypsies and Travellers currently living elsewhere. In considering the large number of rented pitches available in the area it is felt that those Gypsies and Travellers who arrive from elsewhere will probably be balanced by those Gypsies and Travellers who move on from the area and leave vacancies. For simplicity, both elements (new households and private site vacancies) are omitted.
- Although we are able to account for overcrowding on pitches in the 15.8 Study Area (see requirements below) during the drafting of this report one of the local authorities expressed some concern about the possible effect of site overcrowding occurring on some of the private sites in the Study Area. 35 If overcrowding is a reality on these sites this could significantly hide need/demand for further pitch provision in the area. It is particularly difficult to quantify overcrowding on private sites due to a lack of information about occupancy and capacity available from owners of private sites. We considered this issue and attempted to retrace the number of caravans the fieldwork team observed (albeit casually at the time) with the approximate number of pitches/caravans the private site had permission for. We concluded that we had no evidence to assume site overcrowding was an issue as most sites were on a 1 or 2 caravan to 1 pitch basis. As a result, we have not provided an allowance for site overcrowding on private sites. However, we also acknowledge that our fieldwork experiences are a snapshot of particular days and that a certain degree of overcrowding may be occurring in the Study Area (see comments by residents around space on some sites in Chapter 6).
- 15.9 The assessment period referred to above relates to the 2007–2012 period with an alternative approach, based on household formation rates, taken to make estimates beyond this point for 2012–2016 and 2016–2021. As a result of the impact that the creation of more authorised pitches may have on the Gypsy and Traveller community (in terms of household characteristics, travelling patterns and settlement patterns) it is unwise to consider each of the above factors beyond the initial assessment period. Instead we use a simple estimate of family/household growth to illustrate likely natural increase in the Gypsy and Traveller population. This is applied to both a Study Area and local authority level.
- 15.10 Each one of these factors outlined in paragraph 15.4 is taken in turn, and illustrated at both a Study Area level and local authority level.

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³⁵ Site overcrowding in this instance is seen as more caravans being present on the site as a whole than the site owner has permission for.

A cautionary note on local authority pitch allocation

- 15.11 Because of the historical inequalities in pitch provision, Gypsies and Travellers have constrained choices as to where and how they would choose to live if they had real choice. So while choices for the non-Travelling community are generally much wider, as there is social housing available in every authority in the country, there are no local authority sites in 138 of the 353 local authorities in England, and only in 71 authorities is there more than one site. Some authorities have no authorised private sites. Over time, this has inevitably meant that Gypsies and Travellers have generally moved to areas they see as offering the best life chances, for example, an authority which provides a site, an authority which is perceived as having more private authorised sites than others or an authority that is attractive in some other way (slower enforcement, transport links, friends and family resident, etc.). Therefore, there is a tendency, when the need for additional accommodation is assessed, for the needs assessment to further compound these inequalities in site provision. For example. authorities which already provide Gypsy and Traveller accommodation (publicly or privately) are assessed as having greater need for additional pitch provision than authorities with little or no pitch provision. This is compounded further the longer-term the assessment is made (i.e. to 2016).
- 15.12 As requested in the research brief, we have identified Gypsy and Traveller accommodation needs at a sub-regional and a local level. This has been done on a 'need where it is seen to arise' basis. However, the results of this apportionment should not necessarily be assumed to imply that those needs should be actually met in that specific locality. This distribution reflects the current uneven distribution of pitch provision and the Gypsy and Traveller population across the Study Area. Decisions about where need should be met should be strategic, taken in partnership with local authorities, the County Councils and the West Midlands Regional Assembly involving consultation with Gypsies and Travellers and other interested parties which will take into account wider social and economic planning considerations such as equity, choice and sustainability.

Additional residential pitch requirements

- 15.13 Table 47 on the following pages presents the Study Area requirement of need and the local authority apportionment based on the 'need where it arises' approach.
- 15.14 The following section looks at Table 47 and provides a more detailed explanation relating to the element of need and supply and its resulting requirement.

Current residential supply

Row 1: The number of pitches on socially rented sites provided by local authority information – excludes plots for Travelling Showpeople.

Row 2: The number of pitches on private authorised sites provided by local authority information – excludes plots for Travelling Showpeople.

Row 3: The total number of Gypsy and Traveller pitches (sum of 1 + 2) – excludes plots for Travelling Showpeople.

Row 4: The total number of authorised plots provided for Travelling Showpeople.

Table 47: Summary of Gypsy and Traveller and Travelling Showpeople requirements by local authority area (2007-2026)

Eler	nent of supply and need	Study Area Total	Cannock Chase	Lichfield	North Warks	Nun & Bed	Rugby	South Staffs	Tamworth
	Current residential supply								
1	Socially rented pitches	37	0	0	17	20	0	0	0
2	Private authorised pitches	214	41	2	7	15	66	83	0
3	Total authorised Gypsy and Traveller pitches	251	41	2	24	35	66	83	0
4	Total Travelling Showpeople plots	10	3	0	0	2	0	5	0
	Residential pitch need 2007–2012								
5	End of temporary planning permissions	15	0	0	7	0	3	5	0
6	New household formation	59	10	0	6	9	16	18	0
7	Unauthorised developments	39	0	4	4	1	19	11	0
8a	Movement from sites to housing	12	2	0	1	2	3	4	0
8b	Movement from housing to sites	3	0	0	1	1	1	0	0
8c	Net house-site movement	-9	-2	0	0	-1	-2	-4	0
9	Closure of sites	0	0	0	0	0	0	0	0
10	Unauthorised encampments	72	17	5	0	18	24	2	6
11	Additional residential need	176	25	9	17	27	60	32	6
	Additional supply 2007–2012								
12	Pitches currently closed but re- entering use	1	0	0	0	1	0	0	0
13	Pitches with permission but not developed	0	0	0	0	0	0	0	0
14	New sites planned	13	0	0	0	1	12	0	0
15	Vacancies on socially rented sites	10	0	0	5	5	0	0	0
16	Supply 2007–2012	24	0	0	5	7	12	0	0

Eler	nent of supply and need	Study Area Total	Cannock Chase	Lichfield	North Warks	Nun & Bed	Rugby	South Staffs	Tamworth
17	Requirement for extra residential pitches (2007–2012)	152	25	9	12	20	48	32	6
18	Requirement for extra residential pitches (2012–2016)	51	8	1	5	7	14	15	1
19	Requirement for extra residential pitches (2016–2021)	60	10	2	5	8	17	17	1
20	Requirement for extra residential pitches (2021–2026)	54	9	2	5	7	15	15	1
21	Total requirement for extra residential pitches (2007–2026)	317	52	14	27	42	94	79	9
22.	Suggested requirement for extra transit pitches (2007–2012)	35	5	5	5	5	5	5	5
23.	Requirement for plots for Travelling Showpeople (2007–2012)	19	5	0	0	1	0	13	0
24	Requirement for plots for Travelling Showpeople (2012–2016)	2	1	0	0	0	0	1	0
25	Requirement for plots for Travelling Showpeople (2016–2021)	4	1	0	0	1	0	2	0
26	Requirement for plots for Travelling Showpeople (2021–2026)	3	1	0	0	0	0	2	0
27	Total requirement for plots for Travelling Showpeople (2007–2026)	28	8	0	0	2	0	18	0

Residential pitch need 2007–2012

Row 5: The number of pitches affected by temporary planning permissions ending within the assessment period 2007–2012. These are assumed to all count towards estimated need.

- Rugby -3 sites = 3 pitches
- North Warwickshire 1 site = 7 pitches
- South Staffordshire 1 site = 5 pitches

Establishing the permanency of these sites would count towards additional pitch provision.

Row 6: This is the number of new pitches required from new household formation. This requires estimates of:

- **1.** The number of new households likely to form;
- 2. The proportion likely to require a pitch; and
- 3. The proportion likely to remain within the Study Area.

For clarity purposes, household formation findings from sites and houses are calculated and explained separately. These figures are then combined within Row 6.

New households forming on sites

Finding: The analysis of the survey showed that the number of individuals requiring their own accommodation in the next 5 years from authorised sites was the equivalent of 22% of respondents.

Assumptions:

- Treating all individuals as requiring separate accommodation may usually over-state need as there may be some inter-marrying within the Study Area of individuals.
- As the Study Area has a large proportion of private pitches, this often enables the flexibility of land families often require in order to accommodate any future household growth. Therefore, when households were asked about their views on future household formation (see Chapter 13), particularly when we considered that there is a large number of young families and a small number of older families on private sites (see Chapter 5), we believe there was a certain level of under-claiming from households on private sites.
- In balancing these two factors no adjustment has been made to the figures (upwards or downwards).

Calculation: 22% grossed to total current population on sites = 22% of site based population = 55 households across the Study Area.

New households forming in housing

Finding: The analysis of the survey showed that the number of individuals requiring their own accommodation in the next 5 years from bricks and mortar accommodation was the equivalent of 9% of respondents.

Assumptions:

- Treating all individuals as requiring separate accommodation will probably over-state need as there may be some inter-marrying within the Study Area of individuals.
- There may have been some over claiming of need.
- New households will be equivalent to 90% of such individuals.

Calculation: 9% of known housed population (47 households) = 9% of 47 minus 10% = 4 households. These households represent a small proportion of housed Gypsies and Travellers. As a result this figure is likely to under-state. From the information provided via the survey we assume that these households require their own accommodation and need a pitch; all are assumed to want to stay in the Study Area.

Total pitch need from household formation on authorised sites and bricks and mortar housing = **59 pitches across the Study Area**.

Row 7: The level of need arising from current unauthorised developments. According to our survey there were 8 unauthorised developments at the time of the assessment comprising of approximately 37 pitches. Since these sites are, by definition, unauthorised, these households are in need of authorised, legal accommodation, whether through the granting of planning permission on their own site or pitch provision elsewhere. However, we found that these unauthorised developments also had a high level of overcrowding on them with potential household formation over the assessment period. We found that there was the equivalent of 2 additional households living on these pitches which required separate accommodation over the assessment period.

It is estimated that there is a need for approximately **39 pitches across the Study Area** to accommodate these households. This need is for permanent residential pitches, as those households who were interviewed on unauthorised developments wanted to stay in the area where they were currently living.

If authorities regularise these developments this would count towards additional pitch provision, but permissions would need to take account of current levels of overcrowding on these sites.

Rows 8a, 8b and 8c: this is the estimation of the flow from sites to houses and vice versa.

Row 8a: This is the estimation of the number of households currently on site accommodation who would move into bricks and mortar housing during the 2007–2012 period.

Finding: No respondents on authorised sites expressed an interest in moving to a house in the Study Area.

Assumptions: Zero movement from sites to housing would probably understate need as a result of the following:

- The number of qualitative comments we received demonstrated some desire for bricks and mortar housing
- The finding that households are known to move into housing as young families and as older people
- Suggestions that a nominal 5% of authorised site residents would move from sites to housing over the assessment period.

Calculation: 5% grossed to site based population = 5% of site based population = 12 households over the Study Area.

Row 8b: This is the estimation of the number of households currently in bricks and mortar accommodation who require site based accommodation and who would move onto sites during the 2007-2012 period.

Finding: 4% of families/households in bricks and mortar families expressed an interest in a site place in the Study Area.

Assumption: All will move from housing to sites if pitches are available.

Calculation: 4% of known bricks and mortar population = 3 families/households over the Study Area.

Row 8c: This is the net movement from housing to sites and sites to housing. This indicates that **9 households** would require housed accommodation over the assessment period.

Row 9: Plans to close existing sites, which have been calculated within the supply of site accommodation, will ultimately displace a number of Gypsies and Travellers, resulting in an increase in housing need. It is the understanding of the project team that there was no intention to close any residential site in the Study Area.

Row 10: This provides an estimation of the need arising from households on unauthorised encampments. This factor takes into account households involved in unauthorised encampments that require a residential pitch in the Study Area. The need for transit accommodation from unauthorised encampments is considered in Chapter 16. The calculation of need for residential accommodation requires estimates of the number of households

involved in unauthorised encampments, and of how many of these need a residential pitch in the Study Area.

Families involved in unauthorised encampments

Findings: The Caravan Count shows potentially low numbers of unauthorised encampments for the Study Area as a whole. Survey information from the local authorities indicates that in 2006 there were an estimated 47 separate encampments. It is believed that from the Study Area as a whole this is broadly reflective of previous years (although it is noted that authorities within the Study Area have experienced both higher and lower numbers of encampments).

Assumptions:

- The average encampment size during 2006 was 5 caravans. The survey showed an average of 1.3 caravans per household. There was an average of 4 families on each encampment.
- It is reasonable to assume that a number of families who feature on unauthorised encampments are repeat encampments over the study period (i.e. the local authority would be visited a number of times during the calendar year by the same family); we assume this to be the case in 25% of encampments.

Calculation: Number of encampments during 2006 multiplied by average encampment size minus 25% = 141 separate households.

Need for residential pitches from unauthorised encampments

Finding: 89% of households on unauthorised encampments were interested in moving to a residential pitch in the Study Area. It must be noted that this is based on a very small sample size (9 interviews) and therefore may not be reflective of the entire population who tend to feature as unauthorised encampments.

Assumptions:

- 89% is likely to be high because of the small sample size this is drawn from, over-claiming, likelihood of interest in other areas outside of the Study Area and from what seems reasonable.
- LA officers reported that few encampments they encountered were looking for residential accommodation in the area. It was suggested that 10% of encampments would require residential accommodation.
- A reduction from 89% to 10% is a significant shift downwards and it is acknowledged that the potentially competing agendas of each party may have influenced the claims/beliefs.
- Suggest a median is used between the two proportions which gives a need for residential accommodation from unauthorised encampments of 50%.
- This is treated as a single year element rather than a 'flow' of new families each year. Other households on unauthorised encampments

should be incorporated into other GTAAs.

Calculation: 50% of households involved in unauthorised encampment = 50% of 141 = **72 households/pitches across the Study Area**. ³⁶

Row 11: Sum of rows 5, 6, 7, 8, 9 and 10.

Additional supply 2007–2012

Row 12: These are the pitches which are closed but could be re-opened for re-use = 1 pitch on the Griff site (Nuneaton & Bedworth).

Row 13: These are the pitches for which planning permissions have been granted but which are not yet developed.

Row 14: This is the number of pitches on sites which are planned to be delivered within the assessment period (1 pitch on the Stoney Road site in Nuneaton & Bedworth and 12 pitches on the Woodside Park site, Rugby).

Row 15: This is the number of pitches likely to become vacant over the 2007–2012 period. Vacancy rates on authorised private sites are impossible to quantify due to a lack of information and therefore have been excluded. The authorities did not identify a vacancy rate for the socially rented sites as a result of many of the pitches only recently being re-opened. However, it seems reasonable to assume a baseline vacancy rate at an average of 1 pitch being re-let in each year on each site: 2 times 5 = 10 pitches.

Row 16: Sum of rows 12, 13, 14 and 15.

Row 17: This is the total requirement for additional residential pitches over the 2007–2012 period. Row 11 minus Row 16 = total residential pitches required: **152 pitches over the Study Area**.

Permanent residential accommodation need over the next periods 2012–2016, 2016–2021 and 2021–2026

The current shortage of sites and pitches for Gypsies and Travellers means that it is difficult to predict trends in living arrangements once GTAAs across the country have been implemented in the form of nationally increased site/pitch provision. There is no means of knowing how Gypsies and Travellers will decide to live in the next decade. There may be an increase in smaller households, moves into bricks and mortar housing may be more common or household formation may happen at a later age. However, in order to take a strategic view, it is important to be able to plan for the longer term. Therefore, in order to balance the complexity of issues with a need to plan for the longer term we have used an assumed rate of household growth

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³⁶ Figure adjusted to account for rounding to nearest whole pitch at the local level.

rate applied to the projected number of pitches which should be available by 2012.

Following the principles used in the West Midlands Interim Statement on Gypsy and Traveller Policy, this is assumed to be a 3% increase between 2012 and 2016, 2.5% each year between 2016 and 2021 and 2% each year between 2021 and 2026. This follows commonly accepted assumptions as to the growth of the population.³⁷

All households on sites are assumed to require pitches. It is assumed there will be no unauthorised developments over the next period and that any households on unauthorised encampments will not require permanent residential accommodation in the Study Area.

The total requirement for the Study Area over the period **2012–2016** is an additional **51 residential pitches**.

The total requirement for the Study Area over the period **2016–2021** is an additional **60 residential pitches**.

The total requirement for the Study Area over the period **2021–2026** is additional **54 residential pitches**.

Total additional residential pitch need 2007–2026 = 317 pitches. The precise local authority breakdown for how these pitches would need to be created is based on the 'needs where it arises' approach and is shown in Table 47.

Traveller Policy http://www.wmra.gov.uk/page.asp?id=303.

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³⁷ Household growth rates of 2% and 3% a year were suggested as appropriate in Pat Niner, *Local Authority Gypsy/Traveller Sites in England*, ODPM, 2003. A 3% growth rate was also used in the recent report from Communities and Local Government (2007) Preparing Regional Spatial Strategy reviews on Gypsies and Travellers by regional planning bodies. HMSO. For more information see West Midlands: Interim Regional Statement on Gypsy &

16. An assessment of need for transit pitches

- 16.1 Although nomadism and travelling are currently restricted to a certain extent, they remain important features of Gypsy and Traveller identity and way of life, even if only to visit fairs or visit family. Some Gypsies and Travellers are still highly mobile without a permanent base, and others travel for significant parts of the year from a winter base. More Gypsies and Travellers might travel if it were possible to find places to stop without the threat of constant eviction. Currently the worst living conditions are commonly experienced by Gypsies and Travellers living on unauthorised encampments, who do not have easy access to water or toilet facilities, as well as difficulties in accessing education and health services.
- 16.2 National policy is clear that there should be provision in order that Gypsies and Travellers who choose to travel can do so without resorting to stopping illegally or inappropriately. During the course of this assessment we have found clear evidence as to the need for authorities to make provision for Gypsies and Travellers in transit. This is shown by:
 - The records of local authorities and the information in Caravan Counts, both of which show a number of encampments within the Study Area;
 - The views of stakeholders, particularly enforcement officers, who have regular contact with more transitory Gypsies and Travellers;
 - The fieldwork experiences of the study team who found a number of unauthorised encampments who declined participation in the assessment on the grounds that they 'were just passing through';
 - The number of people who took part in the assessment who indicated they often travel to the area but who do not want residential accommodation; and
 - The level of interest in the provision of transit sites/stopping places in the area.

Assessing the need for transit pitches

16.3 The assessment of need for transit provision uses the need for regularisation as evidenced by unauthorised encampments; as a result, the methodology for calculating the need for transit provision is similar to that for calculating the need for residential provision from unauthorised encampments.

Households involved in unauthorised encampments

Findings: The Caravan Count shows potentially low numbers of unauthorised encampments for the Study Area. Survey information from the local authorities indicates that in 2006 there were an estimated 47 separate encampments. This is seen as broadly reflective of previous years although

authorities within the Study Area have experienced both higher and lower numbers of encampments.

Assumptions:

- The average encampment size during 2006 was 5 caravans. The survey showed an average of 1.3 caravans per household. There was an average of 4 families on each encampment.
- It is reasonable to assume that a number of families who feature on unauthorised encampments are repeat encampments over the study period (i.e. the local authority would be visited a number of times during the calendar year by the same family); we assume this to be the case in 25% of encampments.

Calculation: Number of encampments during 2006 multiplied by average encampment size minus 25% = 141 separate households.

Need for transit provision

Finding: 33% of households on unauthorised encampments were interested in using a transit pitch/authorised stopping place in the Study Area. It must be noted that this is based on a very small sample size (9 interviews) and therefore may not be reflective of the entire population who tend to feature as unauthorised encampments.

Assumptions:

 33% is assumed to be about accurate as a result of professional judgement and GTAAs elsewhere.

Calculation: 33% of households involved in unauthorised encampment = 33% of 141 = 47 households/pitches.

- 16.4 This indicates that the authorities can expect to see an estimated 47 additional households require short-stay accommodation during one calendar year.
- 16.5 By taking into account that the main travelling months are, generally speaking, between April and October, it seems reasonable to assume that the vast majority of this travelling will be done within this 6-month period. If a transit pitch has an upper time limit of stay of 4 weeks, this means that one 10-pitch transit site during the summer will have the capacity to cater for around 60 households.
- 16.6 Although the development of one 10-pitch transit site should offer the level of vacancies required, it is unlikely that the creation of one transit site across the Study Area would meet the needs of those households requiring short-stay accommodation. The reasons are:

- the nature of the Study Area most of the current encampments occur in the Northern Warwickshire local authorities (Rugby, Nuneaton & Bedworth and North Warwickshire) but there are a small number of encampments in other authorities; the provision of one transit site would not provide for the apparent geographic need.
- a single transit site would force the mixing of differing groups (family and ethnic) and could lead to potential tensions.
- the needs of the groups for travelling is often a mixture of motivations, e.g. work, family and holiday. A uniform transit site may not meet the differing requirements.
- 16.7 Therefore, in practice it is estimated that the equitable provision of at least 5 transit pitches in each authority would provide the capacity required to cater for the households identified as in need of transit accommodation. However, it is acknowledged that some local authorities would need to provide a larger number of transit pitches than would others. It is also noted that the size of transit pitches should be larger than standard (2 caravan to a pitch) residential pitches and that transit pitches should be able to accommodate at least 3 caravans per pitch. These pitches should be distributed across the Study Area, most urgently in those authorities which experience the greatest number of encampments Cannock Chase, Rugby and Nuneaton & Bedworth.
- 16.8 Although transit need could be met by the creation of 'hard' purpose-made pitches/sites it is also recommended that the authorities balance the need for the development of such 'hard' pitches with the possibility of 'soft' transit pitches, i.e. designated stopping places. Such 'softer' options would provide Gypsies and Travellers with somewhere authorised and more secure to stop whilst creating a minimal environmental impact.

The effective total additional need for transit pitches = 35 pitches.³⁸

A note on the provision of transit pitches

16.9 It is clear that travelling and resulting unauthorised encampments are complex phenomena. In order to assist Gypsies and Travellers in maintaining their cultural practices, the development of sites needs to accommodate the diversity of travelling. It is important to note that the provision of an inappropriate form of transit accommodation may fail to reduce unauthorised encampment. In addition, as with all Gypsy and Traveller pitch accommodation, the location, design and facilities of a site need to go hand in hand with appropriate management arrangements. It is clear from the experience of many local authorities

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³⁸ The planned provision of 10–15 transit pitches in Rugby would be a significant step in meeting this need.

- that if a transit site is not managed or used appropriately it will not be used effectively.
- 16.10 It is therefore important that flexibility is built into the provision of transit accommodation. There are two fundamental aspects here:
 - 1. Larger pitches on residential sites provide the potential to meet the needs of short-term visitors.
 - 2. Variety in transit provision is needed to cater for the variety of needs. This might include formal transit sites, less-equipped stopping places used on a regular basis or temporary sites with temporary facilities available during an event or for part of the year.
- 16.11 At a partnership level, a single transit site makes little sense. Travelling occurs at various scales. The partner authorities are in an ideal position in order to plan, devise and implement a network of transit accommodation between the local authorities. In addition, the provision of transit accommodation is an area of opportunity where local and county authorities can work with adjoining regions, counties and authorities to pool information and to ensure that proposals make sense in the wider context.

17. An assessment of need for Travelling Showpeople pitches

17.1 Circular 04/07 requires that the accommodation needs of Travelling Showpeople are included within GTAAs; as such, because of the separate planning issues for Travelling Showpeople and their differing accommodation needs, we have produced a separate calculation of residential need. It must be noted that pitches for Travelling Showpeople (commonly referred to as 'yards') are significantly larger than those required for other groups of Travellers.

Travelling Showpeople accommodation need

- 17.2 As discussed earlier, the fieldwork with Gypsies and Travellers and surveys of local authority information revealed that the population of Travelling Showpeople within the Study Area was relatively small compared to other Gypsy and Traveller groups.
- 17.3 All of the factors that are used to determine Gypsy and Traveller accommodation need are considered in order to calculate need for accommodation for Travelling Showpeople (see Chapter 15); however, a number of these are significantly different for Travelling Showpeople. In particular, this includes:
 - Unauthorised sites Travelling Showpeople tend not to camp illegally on land which they do not have permission for to the same extent as is experienced by other Travelling groups. Consultations with the Showmen's Guild indicated that the maintenance of good working relationships with local authorities is important to their businesses; therefore any illegal activity by Travelling Showpeople, whose occupation relies on having permission by an authority to operate, potentially risks their ability to work. As a result, Travelling Showpeople will rarely appear as unauthorised encampments, preferring instead, during the fair season, to double up on authorised sites, use an unauthorised stopping place (often with agreement with the land owner) or travel back to their authorised pitch.
 - Movement from other areas The areas in which Travelling Showpeople live are heavily influenced by the circuit of fairs that each household attends. As a result, there is a tendency to want/need to live within 'their patch' of preferred fairs, which in turn means that Travelling Showpeople will move to other areas for short periods only rather than to seek permanent accommodation.

Additional residential plot requirements for Travelling Showpeople

17.4 Table 48 below summarises the model for residential plot requirements in the Study Area between 2007 and 2012; local authority requirements for these plots can be found in Table 47 (Chapter 15). However, for the purposes of further clarity, each requirement is expanded upon below.

Table 48: Summary of estimated need for residential plots for Travelling Showpeople at a Study Area level 2007–2012

Element of supp	Plots	
	Current residential supply	
1	Socially rented plots	0
2	Private authorised plots	10
3	Total authorised plots	10
	Residential plot need 2007–2012	
4	End of temporary planning permissions	3
5	New household formation	6
6	Unauthorised developments	10
7	Closure of yards	0
8	Additional residential need	19
9	Additional supply 2007–2012	0
13	Requirement for extra plots	19

Element of supply and need 1–16

Current residential supply

Row 1: The number of plots on residential socially rented yards provided by local authority information.

Row 2: The number of occupied residential pitches on private authorised yards provided by local authority information.

Row 3: Sum of 1 + 2

Residential plot need 2007–2012

Row 4: The number of temporary planning permissions due to end over the assessment. The occupants of these plots would require residential accommodation within the 2007–2012 period. This is the case on one site in Cannock Chase and this provides a need for 3 plots.

Row 5: The number of new pitches required from new household formation. This requires estimates of:

a. The number of new households likely to form;

- b. The proportion likely to require a pitch; and
- c. The proportion likely to remain within the Study Area.

Finding: The analysis of the survey showed that the number of individuals requiring their own accommodation in the next 5 years from authorised yards was the equivalent to 60% of respondents.

Assumptions: 60% of additional need may over-state need as there are retired people on yards as well as people with very young children. From what seems reasonable we assume that need will be equal to 50% of the existing population. All are assumed to require their own accommodation (own plot), and all are assumed to want to stay in the Study Area.

Calculation: 50% grossed to total current population on sites = 50% of 10^{39} = 5 households/plots.

Row 6: According to the information received from the local authorities there was one unauthorised development at the time of the assessment comprising of approximately 10 plots. Since this yard is, by definition, unauthorised, these households are in need of authorised, legal accommodation, whether through the granting of planning permission on their own yard or pitch provision elsewhere.

It is estimated that there is a need for approximately **10 plots** to accommodate these households. This need is for permanent residential plots. If authorities regularise these developments this would count towards additional plot provision.

Row 7: The research team understood that there was the possible intention for one yard within the Study Area (South Staffordshire) to close. Although we did not receive official confirmation of this, if this yard closed there would be an additional need for approximately 5 families. **This has not been included in the element of need above.**

Row 8: Sum of rows 4, 5, 6 and 7.

Row 9: There was no evidence of supply of plots within the Study Area.

Row 10: Sum of row 8 minus row 9 provides the net need for residential plots. There is a need for **19 residential permanent plots** for Travelling Showpeople.

 $^{^{39}}$ This includes a 3-plot site with temporary permission in Cannock Chase but excludes the unauthorised development in South Staffordshire.

Permanent residential accommodation need over the next periods 2012–2016, 2016–2021 and 2021–2026

In a situation similar to that of Gypsies and Travellers, the current shortage of sites and pitches for Travelling Showpeople means that it is difficult to predict trends in living arrangements once GTAAs across the country have been implemented in the form of nationally increased site/pitch provision. However, in order to take a strategic view, it is important to be able to plan for the longer term. Therefore, in order to balance the complexity of issues with a need to plan for the longer term we have used an assumed rate of household growth of 2% a year compound as applied to the projected number of pitches which should be available by 2012. All households on yards are assumed to require plots. It is assumed there will be no unauthorised developments over the next period.

The total requirement for the Study Area over the period **2012–2016** is an additional **2 residential plots** (see Table 47, row 24).

The total requirement for the Study Area over the period **2016–2021** is an additional **4 residential plots** (see Table 47, row 25).

The total requirement for the Study Area over the period **2021–2026** is an additional **3 residential plots** (see Table 47, row 26).

Total additional residential pitch need 2007–2026 = 28 plots (see Table 47, row 27).

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⁴⁰ Although household growth rates of 3% a year are typically used for Gypsies and Travellers, 2% has been used here to account for the smaller families of Travelling Showpeople in comparison to Gypsies and Travellers.

18. Recommendations

- 18.1 This final chapter provides some recommendations, based on the findings of the study, for the Partner Authorities, as well as stakeholders, for how a number of areas might progress.
- 18.2 Each of the local authorities, in partnership with key agencies, should take a proactive approach to the provision of Gypsy and Traveller accommodation in order to meet the accommodation need identified in this assessment. The overarching recommendation from the study is that the authorities involved aim to work in a proactive fashion to meet the accommodation needs which have been identified as a result of this assessment.
- 18.3 Each authority has a significant amount of work to do in order to create greater synergy between the current situation of the Gypsy and Traveller population and the situation enjoyed by the vast majority of the non-Traveller communities. The following aims to provide the authorities concerned with conclusions and recommendations, emerging during the course of this assessment, as to how the need identified can best be met. There are six broad headings: overall strategy, systems and policy framework; accommodating transient Gypsies and Travellers; communication and engagement; developing accommodation; Travelling Showpeople accommodation; and health-and housing-related support issues.
- 18.4 Although there is a general theme of joined-up working in these recommendations, it must be remembered that each of the authorities will need to develop their own responses to this need in order to provide locally intelligent accommodation options for resident Gypsy and Traveller households. A number of the recommendations, and variations thereof, have been made within other GTAAs that the authors have been involved in within the West Midlands region. We have brought our experience of practice (both good and bad) to this assessment in order to make these recommendations. We believe it is important that all local authorities begin to take a common approach to embedding Gypsy and Traveller issues into their plans and good practice sharing – this should happen both within and across GTAA Study Areas. Following on from this, it is acknowledged that some of these recommendations are quite generic; therefore, those authorities who are not already implementing these recommendations should begin to do so, and those authorities already engaged in such work should continue to do so.

Strategy, systems and policy framework

18.5 The Study Area, authorities have important, strategic and facilitating roles to play in order to support one another in developing pitch provision for Gypsies and Travellers. It is important that partnerships

between the authorities are maintained after the assessment of need and this is linked into work of neighbouring authorities.

Recommendation 1: A Southern Staffordshire and Northern Warwickshire co-ordination group on Gypsy and Traveller issues comprised of local authorities and sub-regional partners should be established to assist the authorities in developing a meaningful and co-ordinated approach to Gypsy and Traveller accommodation and related issues. The Steering Group for this GTAA would provide an excellent foundation for such a group.

Recommendation 2: All authorities should ensure an internal working group exists within each authority, which cuts across service areas, in order to better co-ordinate the response and approach on Gypsy and Traveller issues and avoid potential duplication of work.

Recommendation 3: Each authority should identify a clear lead officer who manages each authority's response to Gypsies and Traveller issues.

18.6 Developing appropriate sites and allocating appropriate land for the development of Gypsy and Traveller sites is key in order to achieve the increase in provision required by this assessment. In order to do this sustainably and equitably, each LPA needs to have a shared vision.

Recommendation 4: The authorities should develop a joint planning policy for the development of Gypsy and Traveller sites. Authorities should also seek to network with LPAs outside of the GTAA partnership.

18.7 There is also a need to improve the quality of the information collected about Gypsies and Travellers. Within the Study Area the Warwickshire authorities appeared slightly better on this issue than the Staffordshire authorities.

Recommendation 5: Each authority needs to ensure that there is a standardised and centralised method of recording occurrences of unauthorised encampments and the needs of households on these encampments. Each authority should be party to joint protocols in order to respond effectively and fairly towards unauthorised encampments.

Recommendation 6: In order to adhere to the Race Relations (Amendment) Act 2000, and to ensure the high quality of ongoing monitoring, authorities should ensure that Gypsies and Travellers are recognised in all their ethnic monitoring forms, most urgently in relation to housing and planning.

18.8 With an increase in the provision of pitches and sites for Gypsies and Travellers, there will be a need to ensure that access to these sites embraces transparency and equality. It should be noted that Gypsies and Travellers are one of the most diverse groupings in UK society. This diversity can at times lead to potential conflict.

Recommendation 7: Residential and transit site waiting lists should be:

- Accessible to all resident Gypsies and Travellers in the area
- Available to be accessed in advance and outside the area via telephone or ICT systems
- Clear and transparent in terms of allocation policies
- Formalised
- Centralised
- Standardised

Recommendation 8: Authorities should ensure that principles of equality, in relation to Gypsies and Travellers, are embedded in the wide range of services provided. In particular this includes:

- Housing policies
- Homelessness polices
- Harassment
- Communication and engagement
- Statement of Community Involvement
- Site management
- Housing-related support
- Choice-Based Lettings
- Allocation policies
- Planning policies
- Absence policies

Recommendation 9: Authorities should be sensitive to the different cultural and support needs of Gypsies and Travellers who may present as homeless and those who may require local authority accommodation.

Recommendation 10: All authorities should ensure they take a common approach to the Welfare Needs Assessment. This should be grounded in good practice and be proactive in meeting the needs of Gypsies and Travellers.

Recommendation 11: Housing officers, site managers and other relevant personnel should liaise to ensure that advice on allocation policies and procedures is always up to date and that

site managers or other liaison staff can assist people through the system.

18.9 Although the existing management of the two socially rented sites was seen as good, the management of Gypsy and Traveller sites require careful attention. Inappropriate management can foster and encourage a perception of partisanship and divisiveness, and does little to build social cohesion on the sites and lessen social exclusion for members of the Gypsy and Traveller communities.

Recommendation 12: Authorities should implement the principles contained within the emerging guidance for site management published by the CLG.

Recommendation 13: The management of sites needs to be evaluated at regular intervals.

Accommodating transient Gypsies and Travellers

- 18.10 It is clear that travelling and any resulting unauthorised encampment are complex phenomena. In order to assist Gypsies and Travellers in maintaining their cultural practices, the development of sites needs to accommodate the diversity of travelling. Provision of an inappropriate form of transit accommodation may fail to reduce unauthorised encampments (i.e. a mixture of residential and transit provision may not work in all cases because of possible community tension between 'settled' and 'highly mobile' Gypsies and Travellers, or varying reasons for travelling).
- 18.11 In addition, the authorities that make up the Study Area appear to be attractive areas for seasonal, short stay or stop-over travelling. Although calculations have been produced, such travelling is difficult to quantify as need in terms of pitch provision, so the authorities will need to develop a range of appropriate strategies to meet this often unpredictable need.
- 18.12 It is therefore important that flexibility is built into the provision of transit accommodation. There are three fundamental recommendations here:

Recommendation 14: There needs to be variety in transit provision in order to cater for the variety of needs. This might range from formal transit pitches, through less-equipped stopping places used on a regular basis to temporary sites with temporary facilities available during an event or for part of the year.

Recommendation 15: There is a need to work across districts, with private landowners and key Gypsy and Traveller groups, in order to provide feasible and appropriate options for mass gatherings, should they occur.

Recommendation 16: The level of accommodation provision across the Study Area should remain under constant review.

Communication and engagement

18.13 Communication with local Gypsy and Traveller households will be imperative during the coming years of change and upheaval caused by an increase in accommodation provision (both locally and nationally). Such communication will require co-ordination and sensitivity. The process of developing pitches for Gypsies and Travellers provides an opportunity to begin a clear and transparent dialogue with members of the 'settled community', including local residents and parish and district councillors, local authorities and Gypsies and Travellers.

Recommendation 17: The authorities should engage in efforts to raise cultural awareness issues and dispel some of the persistent myths around Gypsies and Travellers.

Recommendation 18: Authorities should develop their communication and engagement strategies already in place for consultation with non-Travelling communities and tailor these, in an appropriate manner, to Gypsy and Traveller community members.

18.14 As not all pitches identified here need to be met through socially rented provision, and the overwhelming aspiration of the community is to be owner-occupiers, there is a need to develop a constructive dialogue between planning authorities and Gypsies and Travellers seeking to develop private sites. Initial and appropriate discussions with the planning authority could avoid the economic fallout which occurs when land is developed and planning permission is later refused.

Recommendation 19: Planning departments should offer appropriate advice and support to Gypsies and Travellers on the workings of the planning system and the criteria to be considered in applications. This advice may require some tailoring for this particular client group.

Developing accommodation

18.15 Clearly, the process of developing accommodation to meet the need identified here will require significant funding, much of which will be directed at the Gypsy and Traveller Site Grant held by Communities and Local Government.

Recommendation 20: Those officers and agencies leading the planning, design and development of Gypsy and Traveller accommodation should involve the target Gypsy and Traveller population in all stages. In turn, site (both residential and transit)

and design should be approached in a creative and innovative manner. Preferences and aspirations of Gypsies and Travellers should be taken into consideration. Important things to consider include:

Proximity to local services and transport networks Pitch size

Amenities

Sheds

Management

Mixture of accommodation (chalet, trailer etc.)

Utility of outside space (driveways, gardens etc.)

Homes for Life principles

Health and related support issues

Tenure Mix

Space for short-term visitors

Recommendation 21: Authorities should ensure that existing statutory guidelines and emerging good practice are used in relation to residential and transit site design, management and health and safety issues.

18.16 Although we did not monitor fiscal levels during the study, households clearly had varying income levels. Discounted for sale, shared ownership and trailer rental are just three of the methods which may help increase the economic mobility and engender a greater sense of belonging for Gypsy and Traveller households. Although the preference is for owner-occupied pitches, there will still be a significant role for socially rented site provision to cater for those households who are not currently economically mobile.

Recommendation 22: The principles and methods used by authorities and RSLs of promoting affordable accommodation to members of the non-Traveller communities should be adapted to the accommodation used by members of Gypsy and Traveller communities.

18.17 At the same time as new sites are being developed, the authorities still have an obligation to ensure that the supply of accommodation currently in place for Gypsies and Travellers continues to meet their needs and aspirations. If new sites are developed which are seen as having a higher standard than existing sites, residents of current authorised accommodation are likely to request a pitch on the new site. It is important that the accommodation options provided to the community embrace an equal (high) standard of facility and finish.

Recommendation 23: The Griff site in Nuneaton & Bedworth should be significantly refurbished in order to improve the living situation of resident Gypsies and Travellers.

Health and housing-related support Issues

18.18 There were a number of issues which emerged during the assessment that would improve the lives of a number of Gypsies and Travellers and provide different sections of the communities with independence.

Recommendation 24: It will be an important component, in order to produce sustainable solutions for Gypsy and Traveller accommodation provision, for all relevant departments to engage with Gypsy and Traveller needs. Supporting People teams should be embedded in the strategic planning and delivery of services and work closely with colleagues on Gypsy and Traveller service provision.

Recommendation 25: Authorities should work with Supporting People to create floating Gypsy and Traveller housing support workers. Such officers could offer support and assistance to enable those people wishing to remain in bricks and mortar accommodation or live on sites to do so.

Recommendation 26: Supporting People teams should network with other Supporting People teams locally, regionally and nationally in order to share and disseminate good practice on meeting the housing-related support needs of Gypsy and Traveller community members.

Recommendation 27: The profile of Home Improvement Agencies (HIAs) should be raised in relation to Gypsies and Travellers who wish to remain in their own homes. It is important that such agencies are able to engage with people living on private sites as well as those living in bricks and mortar accommodation.

Recommendation 28: Housing-related support should be flexible in order to offer support when it is needed (i.e. settlement on a site/in a house), with scope to withdraw it on a phased basis or continue as required.

Recommendation 29: Housing-related support should be developed in order to produce appropriate strategies to respond to the key areas of support required, identified in this study.

Travelling Showpeople accommodation

18.19 Authorities should consider the above recommendations as applying to all Gypsy and Traveller groups, inclusive of Travelling Showpeople. However, because of the unique position afforded to Travelling Showpeople in the planning guidance, coupled with a changing labour market and living arrangements for Travelling Showpeople households, accommodating Travelling Showpeople poses particular challenges.

Recommendation 30: Authorities should consult with the local branch of the Showmen's Guild to discuss plans to increase and develop the accommodation provision for Travelling Showpeople.

Recommendation 31: Authorities should be aware of and implement the guidance issued by the CLG around planning and Travelling Showpeople sites.

Recommendation 32: Authorities are encouraged to identify specific pieces of land that could be used by Travelling Showpeople in the future.

Appendix 1: Local Plan Policies on Gypsy Site Provision

Box 1: Local Plan Policies on Gypsy Site Provision

Tamworth Local Plan, 2001–2011 written statement. Adopted 6th July 2006

Policy HSG16: Provision of Accommodation for Gypsies/ Travellers

It is important that the Borough Council considers the needs of travelling people for the development of appropriate Gypsy sites as required. In seeking any possible Gypsy/Traveller sites, or in determining any planning applications for Gypsy/Traveller sites, the Borough Council will have regard to the following factors:

- i. The impact of the proposals on the adjacent land uses and the amenity of any neighbouring residents;
- ii. The visual impact of the proposal, landscaping and screening. Some sites may require substantial landscaping in order that they can be well screened from all sides;
- iii. The provision of satisfactory vehicle access to the road network and the ability of the local road network to accommodate safely any traffic generated;
- iv. The provision of adequate parking, turning and servicing facilities within the site:
- v. The consistency of the proposal with agricultural, archaeological, environmental, green network and Green Belt policies.

North Warwickshire Local Plan, May 1995

North Warwickshire Local Plan Adopted July 2006

[An application has been made to the High Court under Section 287 of the Town and Country Planning Act 1990 to challenge the validity of the Adopted Local Plan in respect of the reference to the timing of the Housing Development Plan Document. The challenge relates solely to that part of the Plan that refers to the Housing DPD. A date for the High Court Hearing has yet to be set. The remainder of the Local Plan is unaffected by this challenge.]

There is no specific policy relating to Gypsy and Traveller sites. The document reads:

Other needs: Travellers

There is a site for travellers at Alvecote with 17 pitches. Approximately 60% of the travellers on this site have not moved for a number of years, whilst 40% move on a regular basis. There are no unauthorised encampments in the borough. Regionally a shortfall has been identified; however there is no call for more pitches within North Warwickshire in the life of this Local Plan.

Nuneaton and Bedworth Borough Local Plan, June 2006

Policy H13.

Proposals for additional traveller sites must meet the following criteria:

- A) Demonstrable need cannot be met on present sites.
- B) Compatibility with other Plan policies sites for travellers will not normally be appropriate in the Green Belt.
- C) Acceptable impact on the environmental quality of the surrounding area.
- D) Compatibility with nearby land uses.
- E) Good access to the public highway and sufficient area on site for vehicle movements.
- F) Good access to local services and facilities schools, shops and medical practitioners.
- G) Defined boundaries with embankments and/or extensive landscaping and planting.

Rugby Local Plan 2006

Policy H13 Gypsy sites

Proposals for the provision of permanent Gypsy sites will only be permitted where all the following criteria are met:

- 1. There is a significant unmet need for further provision within the Borough which cannot be met from suitable alternative sites; and
- 2. The site would have convenient access to schools, medical facilities, public transport routes and other local services; and
- 3. The proposed site is outside the Green Belt and would not cause harm to the character of the area or adversely affect any neighbouring properties or activities; and
- 4. Appropriate facilities are provided to meet the requirements of people living on the site.

Appendix 2

Table A1: CLG Caravan Count results for the Study Area by local authority between January 2005 and January 2007

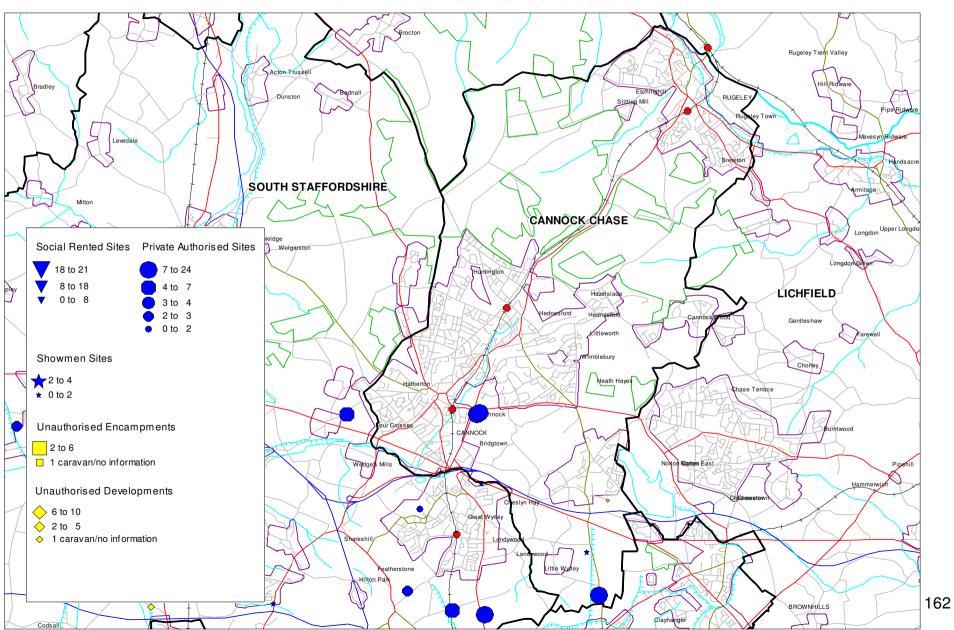
Authority area	Count	Authorised Socially Rented Sites	Authorised Private Sites	Unauthorised Developments	Unauthorised Encampments	Total Caravans
Total for the	Jan 2007	10	250	89	21	370
Study Area	July 2006	12	170	73	5	260
Olddy Alea	Jan 2006	6	212	66	5	289
	July 2005	8	196	53	21	278
	Jan 2005	22	189	65	24	300
	0aii 2003		103	03	27	300
Cannock	Jan 2007	0	32	0	3	35
Chase	July 2006	0	25	0	0	25
	Jan 2006	0	36	0	5	41
	July 2005	0	39	0	4	43
	Jan 2005	0	39	0	3	42
	1				<u> </u>	
Lichfield	Jan 2007	0	0	11	3	14
	July 2006	0	0	9	0	9
	Jan 2006	0	0	8	0	8
	July 2005	0	0	7	0	7
	Jan 2005	0	0	4	0	4
	•					
South	Jan 2007	0	96	8	0	104
Staffordshire	July 2006	0	38	6	0	44
	Jan 2006	0	78	11	0	89
	July 2005	0	70	9	0	79
	Jan 2005	0	81	7	0	88
		,				
Tamworth	Jan 2007	0	0	0	0	0
	July 2006	0	0	0	0	0
	Jan 2006	0	0	0	0	0
	July 2005	0	0	0	0	0
	Jan 2005	0	0	0	6	6
	T	1	_			
North	Jan 2007	10	0	7	0	17
Warwickshire	July 2006	12	0	7	0	19
	Jan 2006	6	0	7	0	13
	July 2005	8	0	4	0	12
	Jan 2005	9	0	9	2	20
	Jan 2007		a= 1	, . T		10
Nuneaton &	Jan 2007	0	35	11	0	46
Bedworth	July 2006	0	19	9	0	28
	Jan 2006	0	37	8	0	45
	July 2005	0	27	5	0	32
	Jan 2005	23	4	7	13	47

Rugby	Jan 2007	0	87	52	15	154
	July 2006	0	88	42	5	135
	Jan 2006	0	61	32	0	93
	July 2005	0	60	28	17	105
	Jan 2005	0	65	38	0	103

Appendix 3: District summaries

This appendix to the report includes summaries for the seven local authorities within the Study Area. This shows the map of each authority showing existing site provision (where there is provision), and a summary table of provision and of estimates of additional requirements for residential pitches and transit site pitches for Gypsies and Travellers, and pitches for Travelling Showpeople families. The explanation of how these figures have been derived is described in Chapters 15, 16 and 17 of the main report. Rounding these numbers of pitches to the nearest whole number means that there is inevitably some slight discrepancy between the need identified at the broader Study Area level and the need identified more locally.

CANNOCK CHASE DISTRICT COUNCIL

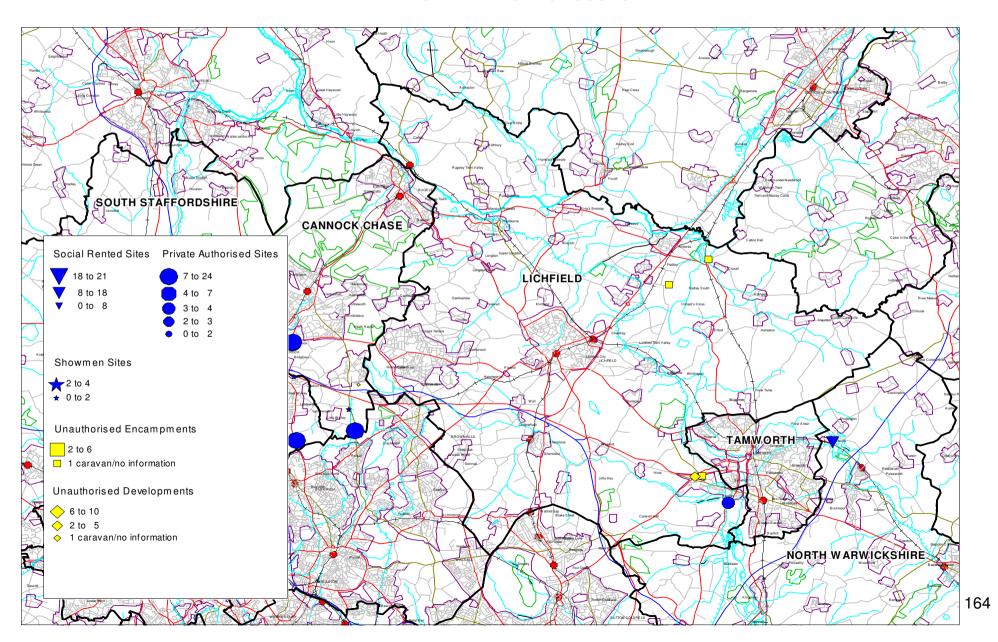


Accommodation	Number of sites	Estimated pitches/households
Socially rented residential pitches	_	
Socially rented transit pitches	_	
Private sites	3	41
Unauthorised developments	_	_
No. of encampments in 2006	11–15	_
Showpeople sites	1	3
Housing		7 ⁴¹

Accommodation	Estimated requirements					
	2007–2012 2012–2016 2016–2021 2021–2026					
Residential pitches	25	8	10	9		
Transit pitches	5	NA	NA	NA		
Travelling	5	1	1	1		
Showpeople plots						

 $^{^{41}}$ This is an estimate based on the number of interviews achieved in the area. This is likely to be a significant underestimate.

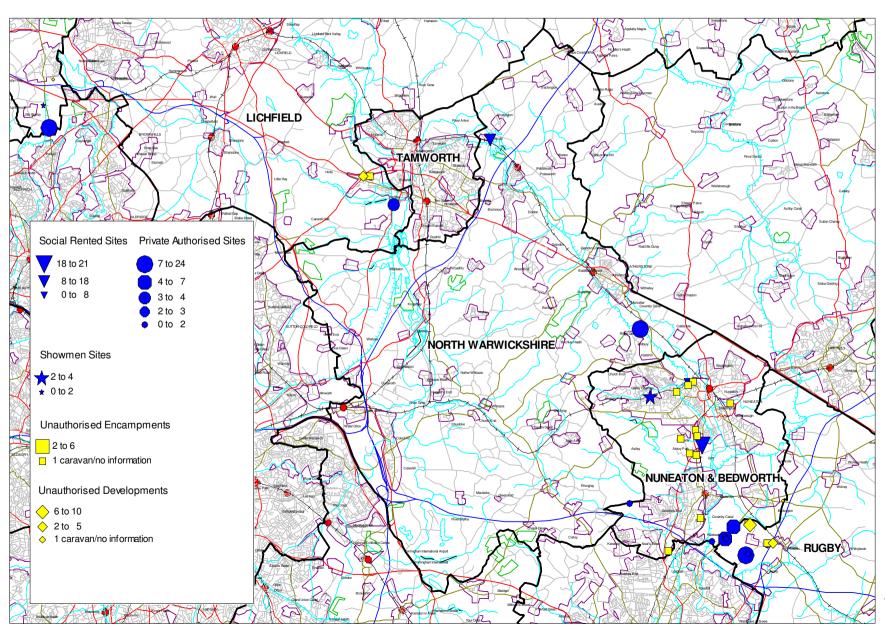
LICHFIELD DISTRICT COUNCIL



Accommodation	Number of sites	Estimated pitches/households
Socially rented residential pitches	_	_
Socially rented transit pitches	_	_
Private sites	1	2
Unauthorised developments	1	3/4
No. of encampments in 2006	3	
Showpeople sites	_	_
Housing	_	_

Accommodation	Estimated requirements				
	2007–2012 2012–2016 2016–2021 2021–2026				
Residential pitches	9	1	2	2	
Transit pitches	5	NA	NA	NA	
Travelling	0	0	0	0	
Showpeople plots					

NORTH WARWICKSHIRE BOROUGH COUNCIL

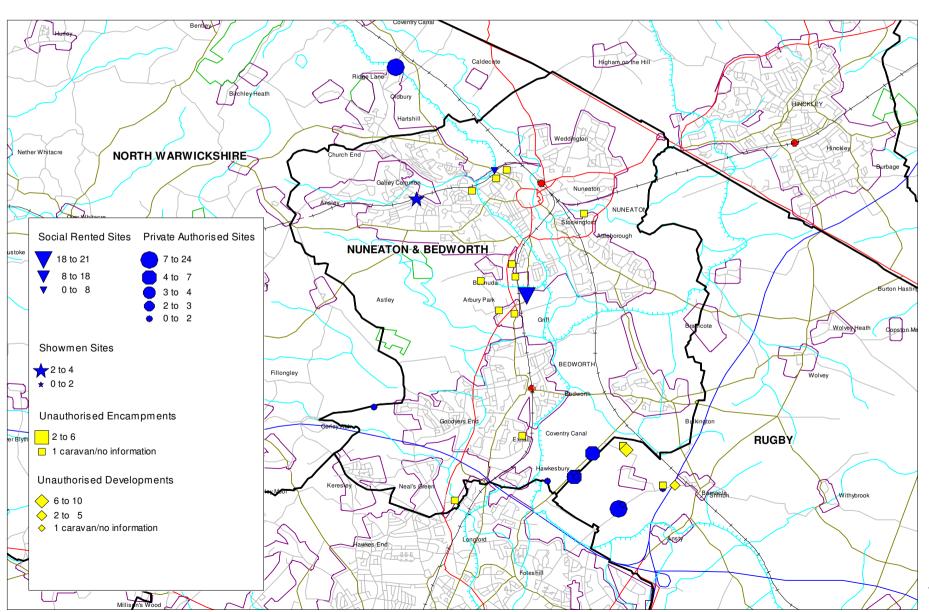


Accommodation	Number of sites	Estimated pitches/households
Socially rented residential pitches	1	17
Socially rented transit pitches	_	_
Private sites	1	7
Unauthorised developments	1	4
No. of encampments in 2006	0	_
Showpeople sites	_	_
Housing		13 ⁴²

Accommodation	Estimated requirements				
	2007–2012 2012–2016 2016–2021 2021–2026				
Residential pitches	12	5	5	5	
Transit pitches	5	NA	NA	NA	
Travelling	0	0	0	0	
Showpeople plots					

⁴² This is based on information provided by Warwickshire County Council Gypsy Services who reported 38 housed families between the authorities of Rugby, Nuneaton & Bedworth and North Warwickshire. As this was not specific to one authority, this is divided equally between all three.

NUNEATON & BEDWORTH BOROUGH COUNCIL



Accommodation	Number of sites	Estimated pitches/households
Socially rented residential pitches	1	21 ⁴³
Socially rented transit pitches		
Private sites	7 ⁴⁴	15
Unauthorised developments	1	1
No. of encampments in 2006	12	
Showpeople sites	1	2
Housing	_	13 ⁴⁵

Accommodation	Estimated requirements				
	2007–2012 2012–2016 2016–2021 2021–2026				
Residential pitches	20	7	8	7	
Transit pitches	5	NA	NA	NA	
Travelling	1	0	1	0	
Showpeople plots					

 $^{^{43}}$ This is the number of pitches currently provided; it should be noted that just 20 are currently

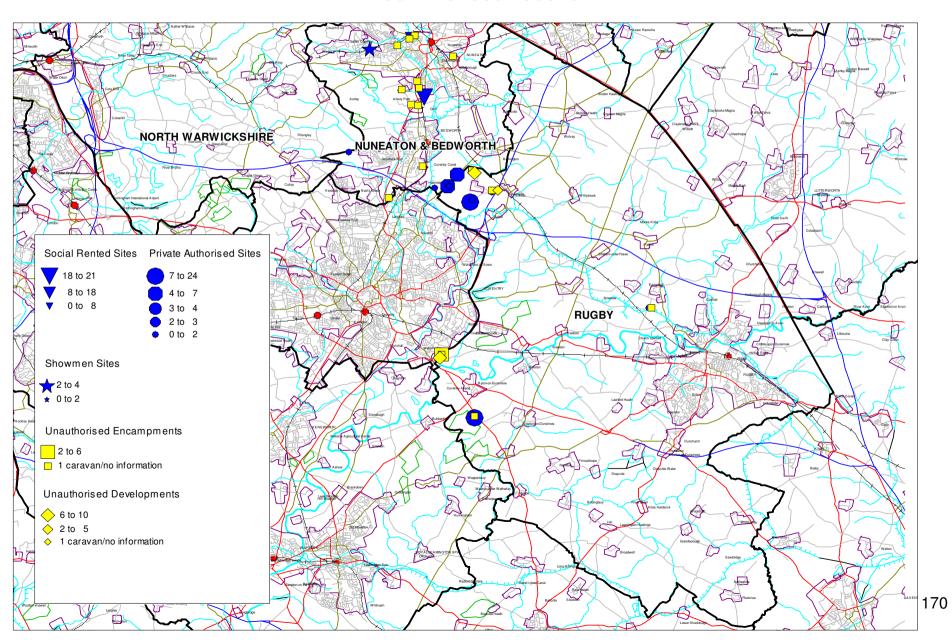
occupied/available.

44 Includes 3 sites in Bulkington which straddle the boundary between Nuneaton & Bedworth and Rugby. The sites are counted in both areas; pitches refer to each local authority and have

not been double counted.

45 This is based on information provided by Warwickshire County Council Gypsy Services who reported 38 housed families between the authorities of Rugby, Nuneaton & Bedworth and North Warwickshire. As this was not specific to one authority, this is divided equally between all three.

RUGBY BOROUGH COUNCIL



Accommodation	Number of sites	Estimated pitches/households
Socially rented residential pitches		_
Socially rented transit pitches		_
Private sites	10 ⁴⁶	66
Unauthorised developments	3	18
No. of encampments in 2006	16	_
Showpeople sites		_
Housing		13 ⁴⁷

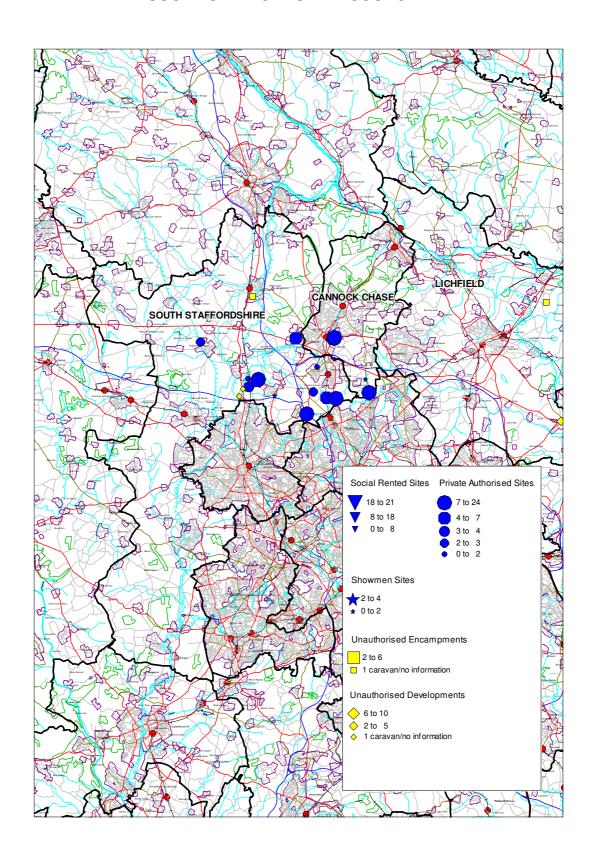
Accommodation	Estimated requirements					
	2007–2012 2012–2016 2016–2021 2021–2026					
Residential pitches	48	14	17	15		
Transit pitches	5	NA	NA	NA		
Travelling	0	0	0	0		
Showpeople plots						

⁴⁶ Includes 3 sites in Bulkington which straddle the boundary between Nuneaton & Bedworth and Rugby. The sites are counted in both areas; pitches refer to each local authority and have not been double counted.

not been double counted.

47 This is based on information provided by Warwickshire County Council Gypsy Services who reported 38 housed families between the authorities of Rugby, Nuneaton & Bedworth and North Warwickshire. As this was not specific to one authority, this is divided equally between all three.

SOUTH STAFFORDSHIRE COUNCIL

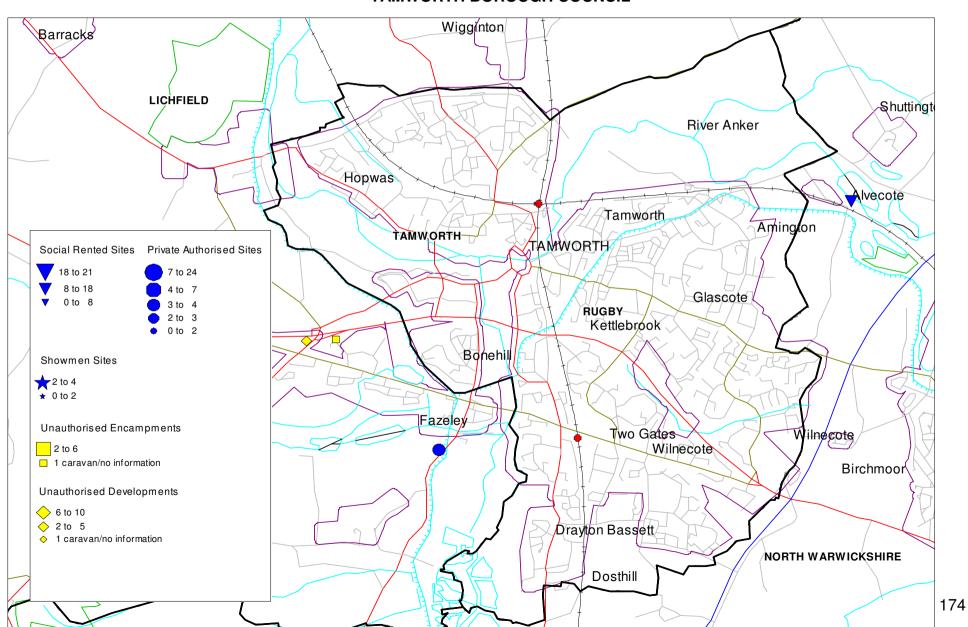


Accommodation	Number of sites	Estimated pitches/households
Socially rented residential pitches		
Socially rented transit pitches	_	
Private sites	12	83
Unauthorised developments	2	10
No. of encampments in 2006	1	_
Showpeople sites	1	5
Housing		2 ⁴⁸

Accommodation	Estimated requirements				
	2007–2012	2012–2016	2016–2021	2021–2026	
Residential pitches	32	15	17	15	
Transit pitches	5	NA	NA	NA	
Travelling	13	1	2	2	
Showpeople plots					

 $^{^{\}rm 48}$ This is an estimate based on the number of interviews achieved in the area. This is likely to be a significant underestimate.

TAMWORTH BOROUGH COUNCIL



Accommodation	Number of sites	Estimated pitches/households
Socially rented		_
Transit pitches		_
Private sites		_
Unauthorised developments	_	_
No. of encampments in 2006	4	_
Showpeople sites	_	_
Housing	_	_

Accommodation	Estimated requirements					
	2007–2012 2012–2016 2016–2021 2021–202					
Residential pitches	6	1	1	1		
Transit pitches	5	NA	NA	NA		
Travelling	0	0	0	0		
Showpeople plots						

Gypsy and Traveller Accommodation Assessment for South Staffordshire District Council

Final Report

January 2014



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1. Introduction

- 1.1 In March 2013, arc⁴ were commissioned by South Staffordshire District Council, to undertake a Gypsy and Traveller Accommodation Assessment to identify the housing needs of Gypsies and Travellers across the District.
- 1.2 The overall objective of the research was to provide a robust evidence base to inform future reviews of Local Plans and housing strategies.
- 1.3 The research provides information about the current and future accommodation needs and demands of Gypsies and Travellers and Travelling Showpeople; as well as providing information about additional support needs.
- 1.4 The study adopts the definition of 'Gypsies and Travellers' set out within the Government's 'Planning policy for traveller (sic) sites' (March 2012) within which the following definition of Gypsies and Travellers is adopted:
 - 'Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of travelling Showpeople or circus people travelling together as such.'
- 1.5 Similarly, the following definition from the Guidance in respect of Showpeople is used:
 - '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 or permanently, but excludes Gypsies and Travellers as defined above.'
- 1.6 The following definitions also apply:
 - '[A] "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.'1
- 1.7 For the purposes of this study, Gypsies and Travellers live on pitches on sites, whilst travelling Showpeople live on plots on yards.
- 1.8 The overall objectives of the Gypsy and Traveller Accommodation Assessment are:
 - To set out an appropriate level of pitch and plot provision in the District through an assessment of unmet current and future needs for both permanent and transit accommodation for all types of travellers (including Showpeople);
 - To provide South Staffordshire District Council with a stand-alone report;

¹ CLG Planning policy for traveller sites Appendix A Glossary March 2012

- To provide South Staffordshire District Council with robust, defensible and up to date evidence about the accommodation and support needs of travellers by ethnicity/culture that can provide details of need up to 2028;
- To propose targets for future provision and also to identify potential locations for this provision with these findings backed up by robust and defensible evidence;
- To include and incorporate stakeholder and community engagement; and
- To provide South Staffordshire District Council with a defensible and clear report that outlines and identifies all key messages coming from the study in a form that is easy to communicate and disseminate to a wide and varied audience.

Study Components

- 1.9 The study comprised three phases, which are set out and detailed below:
 - Phase 1: Collation and review of existing information and literature and stakeholder survey and discussions;
 - Phase 2: Survey of Gypsies and Travellers across the District; and
 - Phase 3: Report production and dissemination.

Phase 1: Literature/desktop review and stakeholder discussions

- 1.10 This phase comprised a review of available literature, including legislative background and best practice information; and available secondary data relating to Gypsies and Travellers.
- 1.11 Relevant regional, sub-regional and local information has been collected, collated and reviewed, including information on:
 - The national policy and legislative context;
 - Current policies towards Gypsies and Travellers in the District; and
 - Analysis of existing data sources available from stakeholders.
- 1.12 Views have been sought from a range of stakeholders identified by the Council, including providers, education officers, housing and planning professionals, and community representatives.

Phase 2: Survey of Gypsies and Travellers across South Staffordshire

1.13 The survey of Gypsies and Travellers across the area was organised and undertaken by Homespace SA. Interviews were carried out between 23rd May and 18th June 2013. Interviews were carried out with residents living on authorised, temporary authorised and unauthorised private sites across the District. Additional interviews were held with Gypsy and Traveller respondents living in bricks and mortar accommodation.

- 1.14 Interviews were undertaken by trained members of the Gypsy and Traveller community. Using members of the community as interviewers helps secure a good response rate, and ultimately deliver a more comprehensive picture of need.
- 1.15 The cultural needs of Gypsies and Travellers differ from those of the rest of the population and consideration of culturally specific requirements such as the need for additional permanent caravan sites and/or transit sites and/or stopping places (or improvements to existing sites) are key to this study. The research has therefore explicitly sought information from Travelling people across the District living in housing or on sites.
- 1.16 To maximise the value of the fieldwork, we have also obtained information on housing and housing-related support issues.

Phase 3: Production of report

- 1.17 The report structure is as follows:
 - Chapter 1 Introduction: provides an overview of the study;
 - Chapter 2 Methodology: provides details of the study's research methodology;
 - Chapter 3 Legislative and policy context: presents a review of the legislative and policy context;
 - Chapter 4 The current picture: looks at the current provision of sites across
 the District to provide a baseline picture of what is currently
 available;
 - Chapter 5 The current picture: reviews estimates of the Gypsy and Traveller and Travelling Showpeople population across the District and the scale of existing site provision. A review of the current accommodation situation of Travellers will identify any issues arising;
 - Chapter 6 Pitch requirements: focuses on current and future pitch requirements. This chapter includes a detailed assessment of drivers of demand, pitch supply and current shortfalls across the District;
 - Chapter 7 Travelling practices and experiences: highlights issues relating to transit sites;
 - Chapter 8 Wider service and support needs: considers the wider service and support needs of Travellers including health and education;
 - Chapter 9 Summary of findings: focuses on key outputs and headlines emerging from the research by authority; and
 - Chapter 10 Conclusion and strategic response concludes the report, identifying headline issues, and recommending ways in which these could be addressed.
- 1.18 The report is supplemented by the following appendices:

- Appendix A which provides details of the legislative background underpinning accommodation issues for Gypsies and Travellers.
- Appendix B Policy and guidance
- Appendix C Questionnaire
- Appendix D Stakeholder survey questionnaire
- Appendix E Glossary of terms

2. Methodology

- 2.1 The methodology for this study has comprised:
 - Interviews with Gypsies and Travellers;
 - Desktop analysis of existing documents, data and pitch information; and
 - A Key Stakeholder on-line questionnaire for professionals who have direct contact with local Gypsy and Traveller communities.
- 2.2 The primary fieldwork for this study comprised survey work with Gypsies and Travellers. This work was managed by Homespace SA and undertaken by Gypsy and Traveller fieldworkers. Homespace SA was involved in the design of the questionnaire and in the recruitment of fieldworkers.
- 2.3 A total of 136 interviews were secured, 104 with households living on a pitch/plot on a private authorised site, 7 living on a pitch on an unauthorised/temporary site and 25 living in bricks and mortar accommodation. No interviews were undertaken with households living on unauthorised sites.

 Table 2.1
 Summary of achieved household interviews by type of dwelling

Dwelling location	Total responses
Pitch on a private site	104
Pitch on an	
unauthorised/temporary site	7
Bricks and Mortar	25
Total	136

Note that there may be more than one household living on a pitch.

2.4 The ethnicity of respondents (Table 2.2) indicates there are a range of ethnicities within the Gypsy and Traveller communities across South Staffordshire.

 Table 2.2
 Range of responses achieved by ethnicity and dwelling type

Ethnicity of Head of household	Dwelling type (%)			
	Pitch on a private site	Bricks and Mortar	Total	%
Romany Gypsy	23	5	28	21.2
English Gypsy	40	5	45	34.1
English Traveller	38	10	48	36.4
Irish Traveller	4	2	6	4.5
Welsh Gypsy/Traveller	3	2	5	3.8
Total (valid responses)	108	24	132	100.0
Missing cases (non-response)	3	1	4	
Grand Total	111	25	136	

- 2.5 In conjunction with interviews with members of the Travelling community, a range of complementary research methods have been used to permit the triangulation of results. These include:
 - Desktop analysis of existing documents and data;
 - A database of authorised and unauthorised sites; and
 - A key stakeholder on-line questionnaire for professionals who have direct contact with local Gypsy and Traveller communities across the District.
- 2.6 Good practice guidance and evidence from other studies emphasises that building trust with Travelling communities is a prerequisite of meaningful research. In this case it has been achieved by using interviewers from Gypsy, and Traveller communities to conduct the interviews, by engaging with Gypsy and Traveller groups, by using local resources and workers to make links, and working closely with officers who have already established good relationships with local Travelling communities.
- 2.7 We have also used the following sources of information:
 - The bi-annual caravan count for CLG; and
 - Local Authority information on existing site provision and unauthorised encampments.
- 2.8 The assessment of pitch requirements has been calculated by utilising information on current supply of pitches and the results from the survey. The overall number of pitches has been calculated through Local Authority information but current and anticipated behaviour has been assessed through the survey. A detailed explanation of the analysis of pitch requirements is contained in section 6.

3. Legislative and Policy Context

3.1 This research is grounded in an understanding of how the national legislative and policy context has affected Gypsy and Traveller communities to date.

Legislative background

- 3.2 Since 1960, three Acts of Parliament have had a major impact on Gypsies and Travellers
 - Caravan Sites and Control of Development Act 1960;
 - Caravan Sites Act 1968 (Part II); and the
 - Criminal Justice and Public Order Act 1994
- 3.3 The 1994 Criminal Justice and Public Order Act abolished all statutory obligations to provide accommodation, discontinued Government grants for sites and made it a criminal offence to camp on land without the owner's consent.
- 3.4 Since the 1994 Act, the only places where Gypsies and Travellers can legally park their trailers and vehicles are:
 - · Council Gypsy caravan sites;
 - Privately owned land with appropriate planning permission;
 - Land with established rights of use, other caravan sites or mobile home parks by agreement or licence along with land required for seasonal farm workers.
- 3.5 The 1994 Act resulted in increased pressure on available sites. It eventually resulted in further reviews of law and policy, culminating in the Housing Act 2004 which placed a requirement (s.225) on local authorities to assess Gypsy and Traveller accommodation needs.
- 3.6 More detail on the legislation affecting Gypsies and Travellers can be found at Appendix A.

Policy background

- 3.7 As part of this research we have carried out a literature review. A considerable range of guidance documents have been prepared by central Government to assist local authorities in discharging their strategic housing and planning functions and numerous research and guidance documents have been published by other agencies. This review examines influential guidance and research which relates specifically to Gypsies and Travellers or makes reference to them; more information is provided within Appendices A and B.
- 3.8 Overall, this range of statutory documentation, advisory and guidance notes and accepted good practice has helped set a broad context within which this research can be positioned.
- 3.9 Some of the key themes to emerge from the review of relevant literature include:

- Recognising the long-standing role Gypsies and Travellers have played in society and how prejudice, discrimination and legislative change have increasingly marginalised this distinctive ethnic group;
- A recognised shortage of provision for Gypsies and Travellers;
- The importance of understanding Gypsy and Traveller issues in the context of recent housing and planning policy development;
- Recognition that Gypsies and Travellers are one of the most socially excluded groups in society and are particularly susceptible to a range of inequalities relating to health, education, law enforcement and quality of accommodation; and
- A need for better communication and improved understanding between, and within, Travelling communities themselves, and between Travelling communities and elected members, service providers and permanently settled communities.
- 3.10 In March 2012 the Government published both the National Planning Policy Framework² and its accompanying Planning policy for traveller sites³. These documents replace all previous national planning policy in respect of Gypsies and Travellers. This new national guidance is now a material consideration in determining planning applications and its overarching aim is 'to ensure fair and equal treatment for travellers.'
- 3.11 Through Planning policy for traveller sites, local planning authorities are encouraged to make their own assessment of need for the purposes of planning, and plan for sites over a reasonable timescale. National policy aims to promote more private Traveller site provision 'while recognising that there will always be those travellers who cannot provide their own sites' (paragraph 4).
- 3.12 The policy also states that⁴:
 - 'Plan making and decision taking should aim to reduce the number of unauthorised developments and encampments and make enforcement more effective.'
 - Planning policies need to be fair, realistic and inclusive; and
 - Planning policies should increase the number of Traveller sites in appropriate locations with planning permission, to address under-provision and maintain an appropriate level of supply.
- 3.13 It is within this policy context that local planning authorities will have to plan future provision for Gypsies and Travellers across their respective areas. The new National Planning Policy emphasises the role of evidence and how it should be used within this context.
- 3.14 Policy A: Using evidence to plan positively and manage development, stresses the need for timely, effective and on-going community engagement (both with

² CLG National Planning Policy Framework March 2012

³ CLG Planning policy for traveller sites March 2012

⁴ CLG Planning policy for traveller sites March 2012 para 4

Travellers and the settled community); the 'use of a robust evidence base to establish accommodation needs to inform the preparation of local plans and make planning decisions' is advocated. Paragraphs 8 and 9 of Planning policy for traveller sites state that:

'Local planning authorities should set pitch targets for gypsies and travellers and plot targets for travelling show people which address the likely permanent and transit site accommodation needs of travellers in their area, working collaboratively with neighbouring local planning authorities'.

- 3.15 Local planning authorities should:
 - a) Identify and update annually, a supply of specific deliverable sites sufficient to provide five years' worth of sites against their locally set targets;
 - b) Identify a supply of specific, developable sites or broad locations for growth, for years six to ten and, where possible, for years 11-15;
 - c) Consider production of joint development plans that set targets on a crossauthority basis, to provide more flexibility in identifying sites, particularly if a local planning authority has special or strict planning constraints across its area (local planning authorities have a duty to cooperate on planning issues that cross administrative boundaries);
 - 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.
- 3.16 Despite the abolition of the Regional Spatial Strategy, the need for strategic planning remains, especially to ensure coherent planning beyond local authority boundaries. To this end the Localism Act 2011 has introduced the Duty to Cooperate which the Planning Advisory Service⁵ advises:
 - Requires councils and public bodies to engage constructively, actively and on an on-going basis in relation to planning of sustainable development;
 - Requires councils to consider whether to enter into agreements on joint approaches or prepare joint local plans (if a local planning authority); and
 - Applies to planning for strategic matters in relation to the preparation of local and Marine Plans, and other activities that prepare the way for these activities.
- 3.17 The Localism Act and the National Planning Policy Framework set out a requirement for local authorities to fulfill the Duty to Co-operate on planning issues, including provision for Gypsies and Travellers, to ensure that approaches are consistent and address cross border issues with neighbouring authorities. The new Duty is intended to act as a driver for change in order to enhance co-operation and partnership working to assist in delivering appropriate provision of future accommodation for Gypsies and Travellers, which can be contentious. As part of the stakeholder consultation, neighbouring authorities and organisations

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⁵ PAS A simple guide to Strategic Planning and the Duty to Cooperate http://www.pas.gov.uk/pas/core/page.do?pageId=2133454

involved in the 2007 Southern Staffordshire and Northern Warwickshire GTAA were given the opportunity to feedback on whether they considered there to be any cross boundary issues that needed to be addressed. The responses did not highlight any particular cross boundary Gypsy and Traveller issues.

- 3.18 In addition, the National Planning Policy Framework sets out a presumption in favour of sustainable development to guide local authorities in the delivery of new developments whilst the Planning policy for traveller sites provides specific advice as detailed above.
- 3.19 In April 2012 the Government published a 'Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers', which summarised progress in terms of meeting 'Government commitments to tackle inequalities and promote fairness for Gypsy and Traveller communities.' The report covers 28 measures from across Government aimed at tackling inequalities, these cover:
 - Improving education outcomes;
 - Improving health outcomes;
 - Providing appropriate accommodation;
 - Tackling hate crime;
 - Improving interaction with the National Offender Management Service;
 - Improving access to employment and financial services; and
 - Improving engagement with service providers.
- 3.20 In respect of provision of appropriate accommodation, the report advises that financial incentives and other support measures have been put in place to help councils and elected members make the case for development of Traveller sites within their areas. Changing perceptions of sites is also identified as a priority, and to this end the Government has made the following commitments:
 - 'The Department for Communities and Local Government will help Gypsy and Traveller representative groups showcase small private sites that are well presented and maintained'.
 - 'Subject to site owners agreeing to have their homes included we will help produce a case study document which local authorities and councillors, potential site residents and the general public could use. It could also be adapted and used in connection with planning applications.'⁷
- 3.21 Also aimed at improving provision of accommodation for Gypsies and Travellers, the Government has committed to:
 - The provision of support, training and advice for elected members services up to 2015; and

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⁶ www.communities.gov.uk/news/corporate/2124322

⁷ CLG Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers April 2012 commitment 12 page 18

- The promotion of improved health outcomes for Travellers through the planning system; the report states that 'one of the Government's aims in respect of traveller sites is to enable provision of suitable accommodation, which supports healthy lifestyles, and from which travellers can access education, health, welfare and employment infrastructure.'8
- 3.22 Conversely, in August 2012, the Government published guidance for local authorities setting out the powers available to them and landowners to remove unauthorised encampments from both public and private land. Commenting on the guidance set out in 'Dealing with illegal and unauthorised encampments: A summary of available powers', the Chartered Institute of Housing comments that: 'Gypsy and Traveller communities are some of the most marginalised communities in modern times. Long standing difficulties in the provision of private and authorised sites, coupled with fewer stopping places across the country, have resulted in increasing numbers of unauthorised sites and the increasing marginalisation of these communities. There is a real need to develop a planning system that enables the provision of well situated, decent and accessible site provision for Gypsies and Travellers.'9
- 3.23 On 4th May this year (2013) the Government revoked regulations governing the issuing of Temporary Stop Notices (TSNs)¹⁰ by Local Planning Authorities, which had been in place since the introduction of TSNs in 2005. The regulations were originally introduced to mitigate against the likely disproportionate impact of TSNs on Gypsies and Travellers in areas where there is a lack of sites to meet the needs of the Travelling community. Under the regulations, TSNs were prohibited where a caravan was a person's main residence, unless there was a risk of harm to a serious public interest significant enough to outweigh any benefit to the occupier of the caravan. Under the new arrangements, and in the spirit of Localism, Local Planning Authorities are to determine whether the use of a TSN is a proportionate and necessary response. Concerns have been raised that, without the regulations in place, TSNs risk violating the Human Rights of Gypsies and Travellers, especially in areas where there is an under-provision of sites/pitches.
- 3.24 On 1st July 2013 in a Ministerial Statement issued by local government minister Brandon Lewis¹¹ the issue of inappropriate development in the green belt was highlighted, the statement specified that '...the single issue of unmet demand, whether for traveller sites or for conventional housing, is unlikely to outweigh harm to the green belt and other harm to constitute the 'very special circumstances' justifying inappropriate development in the green belt'. The statement goes on to add 'The Secretary of State wishes to give particular scrutiny to traveller site appeals in the green belt, so that he can consider the extent to which Planning policy for traveller sites is meeting the government's

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⁸ CLG Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers April 2012 para 4.13 page 19

⁹ www.cih.org Housing policy: Gypsies and Travellers

¹⁰ Statutory Instrument 2013 No.830 Town and Country Planning (Temporary Stop Notice) (England) (Revocation) Regulations 2013

¹¹ https://www.gov.uk/government/speeches/planning-and-travellers

- clear policy intentions. To this end he is hereby revising the appeals recovery criteria issued on 30th June 2008 and will consider for recovery appeals involving traveller sites in the green belt.'
- 3.25 This situation is to apply for a period of six months in the first instance, and a number of appeals have since been recovered in order to 'test' relevant policies at a national level. To this end, the Secretary of State recently upheld the Planning Inspector's decision to find in favour of an applicant seeking to extend an existing site in Runnymede, Surrey, which had previously been refused by the Council. The Secretary of State for Communities and Local Government found that the Council's policy was not consistent with the National Planning Policy Framework's policies for the protection of the green belt.
- 3.26 The Statement also revoked the practice guidance on 'Diversity and equality in planning' 12, deeming it to be outdated; the Government does not intend to replace this guidance.

CLG Design Guidance

- 3.27 The 'Planning policy for traveller sites' provides no guidance on design for Gypsy and Traveller sites, concentrating instead on the mechanics of the planning process, from using evidence, to plan making and decision taking. The new policy does not therefore add to existing design guidance from CLG, which suggests that, among other things, there must be an amenity building on each pitch and that this must include, as a minimum:
 - Hot and cold water supply;
 - Electricity supply;
 - A separate toilet;
 - A bath/shower room; and
 - A kitchen and dining area.
- 3.28 The access to the toilet should be through a lobbied area. The amenity building must include: secure storage space for harmful substances/ medicines; enclosed storage for food, brooms, washing, cleaning items etc.; and space for connection of cooker, fridge/freezer and washing machine. The inclusion of a day/living room in the amenity unit is recommended. The day/living room could be combined with the kitchen area to provide a kitchen/dining/lounge area. It is desirable that the day/living room should not be part of essential circulation space, nor contain essential storage.
- 3.29 The Guidance also maintains that the design and construction of amenity buildings must meet the requirements of the current Building Regulations, Housing Corporation Design and Quality Standards, the Institution of Electrical Engineers regulations, and the Local Water Authority. Materials used must comply with the relevant British Standard Specifications and Codes of Practice

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¹² ODPM Diversity and Equality in Planning: A good practice guide 2005

- and must provide for durable and low maintenance buildings. Its construction should be sympathetic to local architecture, attractive and of a domestic nature.
- 3.30 It is also recommended that amenity buildings incorporate cost effective energy efficiency measures. The building layout and construction should be designed to maximise energy conservation and the use of passive solar gain. All mechanical and electrical systems should be as energy efficient as possible. Consideration should be given to the insulation of plumbing systems, the use of low energy light fittings and appropriate heating and ventilation systems. Any opportunities for using energy from renewable sources should be considered.
- 3.31 Ideally sites should be small, consisting of six to a maximum of twelve pitches.
- 3.32 A Homes and Communities Agency (HCA) review (January 2012) of Non-Mainstream Housing Design Guidance found that the CLG Design Guide most 'succinctly outlines the physical requirements for site provision for travellers.' It also identified a number of 'pointers' for future guidance, and these are worth mentioning here:
 - The family unit should be considered to be larger and more flexible than that
 of the settled community due to a communal approach to care for the elderly
 and for children;
 - A distinct permanent building is required on site to incorporate washing and cooking facilities, and provide a base for visiting health and education workers; and
 - Clearer diagrams setting out the parameters for design are called for, both in terms of the scale of the dwelling and the site. Incorporating requirements for maintenance, grazing, spacing, size provision, communal spaces, etc. 'would ensure that a set of best practice principles can be established.' 13
- 3.33 The HCA Review suggested the following design considerations:
 - Travelling Showpeople should be considered in the development of provision for temporary/transit sites;
 - Vehicular access is a requirement and not an option;
 - Open space is essential for maintenance of vehicles and grazing of animals;
 - Open play space for children needs to be provided;
 - A warden's office is required for permanent sites;
 - Communal rooms for use of private health/education consultations are required; and
 - An ideal ratio of facilities provision (stand pipes, parking area, recreation space) to the number of pitches.
- 3.34 The HCA Review also identified the following best practice suggestions:
 - Greater separation between aspects of living and those of cooking/washing;
 - Disabilities should be accounted for within provision;

¹³ Non-Mainstream Housing Design Guidance Literature Review, HCA January 2012 page 63

- When determining proposed locations, accessibility and proximity to local amenities and the surrounding community should be considered;
- Issues associated with reducing alienation with the settled community need to be accounted for;
- Measures for emergency sites accommodating a population not accounted for should be outlined;
- The Right to Buy should be taken into account in the provision of permanent sites; and
- Greater guidance for the planning, procurement and consultation process to ensure sites meet the needs of proposed residents, as well as reassuring neighbouring settled communities regarding impact.

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4. The Current Picture: provision of sites

4.1 This chapter considers the current provision of sites across South Staffordshire. This is based on information provided by the Council and supplemented with observations from the fieldwork team.

Provision of authorised and unauthorised sites

- 4.2 Data on the provision of sites considers both authorised and unauthorised sites (where applicable) and yards across the District. Broadly speaking, authorised sites are those with planning permission and can be on either local authority or privately owned land. Unauthorised sites can be made up of either longer term unauthorised encampments that have been in existence for some considerable time and so can be considered to be indicative of a permanent need for accommodation (in some instances local authorities class these as tolerated sites and decide not to take enforcement action to remove them); and unauthorised developments, where Travellers are residing upon land that they do not own and that does not have planning permission (see Appendix E for more detailed definitions).
- 4.3 Overall (see Table 4.1), there are 19 private sites with 101 residential pitches and 20 transit pitches; and two Showperson's yards located in South Staffordshire.
- 4.4 The location of sites and yards is illustrated in Map 4.1.

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¹⁴ Approximately three months or longer

¹⁵ Please note that unauthorised encampments also encompass short-term illegal encampments, which are more indicative of transit need, see para 7.11 for more information on these encampments.

 Table 4.1
 List of sites as at October 2013

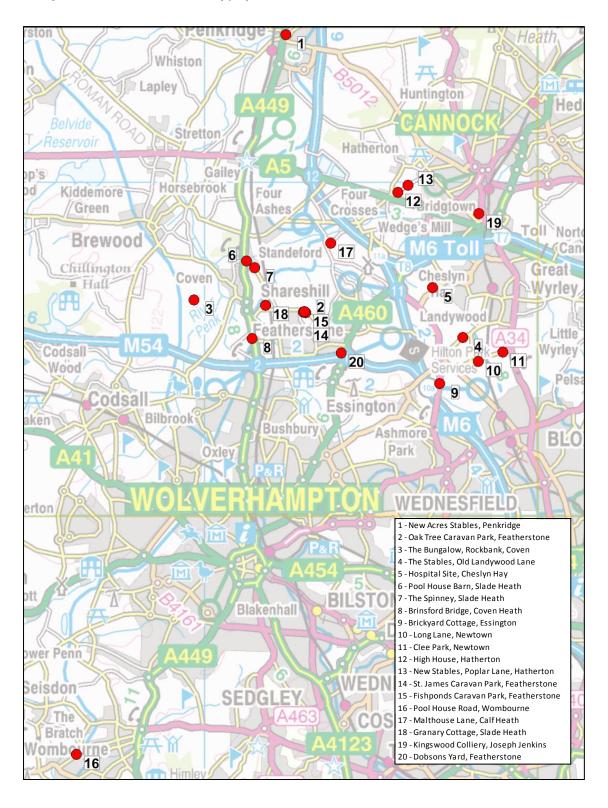
Site Name	Type of	Ownership	Total Number of Pitches on Site		Site	
Site Name	Site	Ownership	Permanent	Temp.	Unauth.	Transit
New Acres Stables, Penkridge	Permanent	Multiple Ownership		1 (expires end 2014)	6	
Oak Tree Caravan Park, Featherstone	Permanent	Self-owned with planning permission	11			12
The Bungalow, Rockbank, Coven	Permanent	Self-owned with planning permission	4			
The Stables, Old Landywood Lane	Permanent	Self-owned with planning permission	4			
Hospital Site, Cheslyn Hay	Permanent	Self-owned with planning permission & Private landlord	10			
Pool House Barn, Slade Heath	Permanent	Self-owned with planning permission	4			
The Spinney, Slade Heath	Permanent	Self-owned with planning permission	1			
Brinsford Bridge, Coven Heath	Permanent	Self-owned with planning permission	2			1
Brickyard Cottage, Essington	Permanent	Self-owned with planning permission	8			
Long Lane, Newtown	Permanent	Self-owned with planning permission	4			
Clee Park, Newtown	Permanent	Self-owned with planning permission	15			5

Site Name	Type of	Oversanskin	Total Number of Pitches on Sit		Site	
Site Name	Site	Ownership	Permanent	Temp.	Unauth.	Transit
High House, Hatherton	Permanent	Self-owned with planning permission	5	1		
New Stables, Poplar Lane, Hatherton	Permanent	Self-owned with planning permission		2 (expires 2014)		
St. James Caravan Park, Featherstone	Permanent	Self-owned with planning permission	9			2
Fishponds Caravan Park, Featherstone	Permanent	Self-owned with planning permission	5			
Pool House Road, Wombourne	Temporary	Self-owned with temporary planning permission		1		
Malthouse Lane, Calf Heath	Permanent	Self-owned with planning permission	6			
Granary Cottage, Slade Heath	Permanent	Self-owned with planning permission	1			
1a Stafford Road	Permanent	Self-owned (time immune)	1			
Kingswood Colliery, Joseph Jenkins	Permanent	Showperson	Vacant (8/4/13)			
Dobsons Yard, Featherstone	Permanent Time Immune	Showperson				

Gypsy and Traveller Summary of Pitches

/ - / -	
TOTAL AUTHORISED (PERMANENT)	90
TOTAL TEMPORARY AUTHORISED	5
TOTAL UNAUTHORISED	6
TOTAL RESIDENTIAL PITCHES	101
TOTAL TRANSIT PITCHES	20
TOTAL PITCHES (RESIDENTIAL AND TRANSIT)	121

Map 4.1 Location of Gypsy and Traveller Sites



5. The Current Picture: population and pitch availability

Population Estimates

- 5.1 This chapter looks at the current picture in terms of the current population and demography of Gypsies and Travellers across the District before going on to explore the extent and nature of provision across the area.
- 5.2 According to the 2011 Census, a total of 39 households in South Staffordshire identified as having a White British Gypsy and Traveller ethnicity. This may include residents living in bricks and mortar accommodation. As the number of pitches on sites is known, the main issue is the number of Gypsies and Travellers in housing. Where possible interviews have been carried out with Gypsies and Travellers living in bricks and mortar accommodation; 25 interviews were achieved with such households. Where appropriate, the findings of the household survey are presented for Gypsies and Travellers living on sites, and Gypsies and Travellers living in Bricks and Mortar accommodation at District level.

Caravan Counts and Authorised Pitches

- 5.3 Snapshot counts of the number of Gypsy and Traveller caravans were requested by the Government in 1979, and have since been made by local authorities on a voluntary basis every January and July. Their accuracy varies between local authorities and according to how information is included in the process. A major criticism is the non-involvement of Gypsies and Travellers themselves in the counts. However, the counts, conducted on a single day twice a year, are the only systematic source of information on the numbers and distribution of Gypsy and Traveller trailers. The counts include caravans (or trailers) on and off authorised sites (i.e. those with planning permission) but do not relate necessarily to the actual number of pitches (i.e. capacity) on sites.
- 5.4 A major review¹⁶ of the counting system was undertaken in 2003 by the then Office of the Deputy Prime Minister (ODPM), which made a number of recommendations and improvements to the process.
- 5.5 The January 2013 Caravan Count¹⁷ nationally found that:
 - There were 18,730 caravans in England, 20 fewer than January 2012;
 - Approximately 6,930 caravans were on authorised socially rented sites, an increase of 130 on the previous year;
 - The number of caravans on authorised private sites was just over 9,100, ten less than in January 2012;

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¹⁶ Counting Gypsies and Travellers: A Review of the Caravan Count System, Pat Niner Feb 2004, ODPM

¹⁷ CLG Gypsy and Traveller Caravan Count January 2013 http://www.data.gov.uk/dataset/count_of_gypsy_and_traveller_caravans

- The number of caravans on unauthorised developments¹⁸ was approximately 1,840, 50 less than the previous year;
- The number of caravans on unauthorised encampments was almost 860, approximately 100 less than in the previous January; and
- Overall the January 2013 count indicated that 86% of Gypsy and Traveller caravans were on authorised land and 14% on unauthorised land.
- 5.6 The figures for the last five caravan counts for South Staffordshire are set out in Table 5.1. This indicates that the number of caravans on sites has increased since January 2011 rising from 125 to 137 in January 2013. The counts averaged 121 caravans over the past five counts. The majority of caravans are located on private authorised sites (107), reflecting the supply profile identified in Tables 4.1, and 4.2, and Table 5.2 below. According to the caravan count data, the number of caravans on unauthorised sites without planning permission has, with the exception of July 2012, been reasonably consistent over the period, with three of the five counts indicating 19 or 20 vans. On average over the period there were 13.8 vans on unauthorised sites which would seem to be indicative of an unmet need.

Table 5.1Bi-annual Caravan Count figures 2011 to 2013

Count	Authorised sites with planning permission		Unauthorised pitches without planning permission	Total	
South Staffordshire	Social Rented	Total Private	Total unauthorised		
Jan 2013	0	117	20	137	
Jul 2012	0	106	0	106	
Jan 2012	0	109	20	129	
Jul 2011	0	99	10	109	
Jan 2011	0	106	19	125	
5 count average	0	107.4	13.8	121.2	

Source: CLG Caravan Count

5.7 It should be noted that there may be more than one trailer per pitch, and in the case of households doubling up on pitches there could be several trailers. For obvious reasons Gypsies and Travellers living on sites may not be present on the days on which the counts are conducted.

¹⁸ 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.

5.8 Table 5.2 summarises the range of sites and yards known to South Staffordshire District Council.

Table 5.2 Summary of sites and pitches

South Staffordshire	No. Sites*	No. Pitches
Council owned		0
Private authorised		90
Private temporary		5
Private unauthorised		6
Private transit		20
Total Sites	19	101 (residential) plus 20 (transit)

Source: South Staffordshire Council

Note: Some sites have a mixture of types of pitch (e.g. authorised, temporary) so only the total number of sites is shown

- 5.9 Residents across these sites and yards were contacted and asked to participate in the study. A total of 136 interviews were achieved; of these, 111 were with respondents living on a pitch on a site, no interviews were undertaken with households living on an unauthorised site, and 25 respondents were living in bricks and mortar accommodation. The achieved interviews also included responses from 53 emerging households. These are households expecting to form and mainly comprise young people intending on forming their own household in the next five years.
- 5.10 In order to maintain confidentiality of responses, data are presented District-wide for: Gypsies and Travellers living on sites and Gypsies and Travellers living in bricks and mortar accommodation.

Tenure of respondents

5.11 Overall, 85.9% of respondents own their own home, 10.4% rent privately, 3.0% rent from a Council/Housing Association and 0.7% stated other tenure (Table 5.3).

Table 5.3 Tenure of respondents

Tenure	Dwelling type (%)			
			All Dwelling	
	Pitch on a private site	Bricks and Mortar	types	
Rent privately	0.9	52.0	10.4	
Rent from Housing Association	0.0	16.0	3.0	
Own home	98.2	32.0	85.9	
Other	0.9	0.0	0.7	
Total	100.0	100.0	100.0	
Base (valid responses)	110	25	135	
Missing cases	1	0	1	
Grand Total	111	25	136	

5.12 According to the responses given by respondents, the majority of those living on pitches rent the land they live on privately, but with no planning permission (51.4%). A further 39.6% rent a pitch privately with planning permission. A total of 8.1% own the land, 5.4% of whom have planning permission and 2.7% of whom are seeking planning permission.

Table 5.4 Ownership of land where trailer/caravan located

Land ownership	Pitch on a private site (%)
Own land where trailer/wagon is normally located (with planning permission)	5.4
Own land where trailer/wagon is normally located seeking planning permission	2.7
Rent pitch privately (with planning permission)	39.6
Rent pitch privately (with no planning permission)	51.4
Total	100.0
Base (Valid Responses)	110
Missing cases	1
Grand Total	111

Note: Data is based on the responses given by respondents not the Local Authority

Facilities on pitches

5.13 Respondents were asked to identify the facilities they had on their pitch (Table 5.5). Overall, most respondents living on pitches had access to a toilet and mains water (88.0% and 87.0% respectively). Fewer than a quarter of respondents had access to a laundry or laundry drying area, a bath, living room or a mains gas supply.

 Table 5.5
 Facilities provided on pitch

Facilities on Pitch	Pitch on a private site (%)
Slab	97.2
Shed	95.4
Kitchen	9.3
Laundry	6.5
Laundry drying area	15.7
Bath	7.4
Shower	63.9
Toilet	88.0
Living room	8.3
Mains water	87.0
Mains sewerage	88.9
Mains electric	89.8
Gas supply	0.9
Base (Valid Responses)	108
Missing Cases	3
Grand Total	111

Amenities elsewhere on the site

5.14 The majority of respondents had access to a play area (60.9%) and a high proportion a communal meeting area (50.7%) on their sites (Table 5.6).

 Table 5.6
 Amenities provided elsewhere on site

Escilitios en cita	Ditab on a private site (9/)
Facilities on site	Pitch on a private site (%)
Amenity block	17.4
Toilets	5.8
Showers	10.1
Laundry	39.1
Car parking	8.7
Space for storing loads	24.6
Play area	60.9
Communal meeting area	50.7
Other	1.4
Base (Valid Responses)	108
Missing Cases	3
Grand Total	111

Repairs and improvements

5.15 No respondents stated any repair problems were present in their accommodation.

Table 5.7 Repair problems by accommodation type

Repair problem	Ethnicity and Location of dwelling			
	G&T Pitch (%)	G&T Bricks and Mortar (%)	All Dwelling types (%)	
No repair problem	100	100	100	
Repair problem stated	0	0	0	
Total	100.0	100.0	100.0	
Base (Valid Response)	111	12	123	
Missing cases (no response)	0	13	13	
Grand Total	111	25	136	

5.16 All respondents described the state of repair of their home as being good or very good (Table 5.8).

Table 5.8State of repair

State of repair	Dwelling type (%)		
	Pitch on a private	Bricks and Mortar	All dwelling types
	site (%)	(%)	(%)
Very Good	87.4	76.9	86.3
Good	12.6	23.1	13.7
Neither Good nor Poor	0.0	0.0	0.0
Poor	0.0	0.0	0.0
Very Poor	0.0	0.0	0.0
Total	100.0	100.0	100.0
Base	111	13	124
Missing Cases	0	12	12
Grand Total	111	25	136

Space Requirements

- 5.17 Whilst there is no set pitch size, CLG guidance states that there should be sufficient space on pitches to allow for:
 - Manoeuvrability of an average size trailer of up to 15 meters in length;
 - Capacity for larger mobile homes of up to 25 meters on a number of pitches on a site; and
 - A minimum of six metres between every trailer, caravan or park home that is separately occupied on a site.
- 5.18 Good practice would suggest that sites with between six and 12 pitches are preferable.

5.19 In terms of space for trailers, wagons and vehicles (Table 5.9), around 90% respondents felt they had enough space, although the proportion was lower for pitches (89.1%) compared with bricks and mortar (100%).

Table 5.9 Enough space for trailers, wagons and vehicles

Sufficient space for trailers, wagons, vehicles and loads	Pitch on a private site (%)	Bricks and Mortar (%)	All dwelling types (%)
Yes	89.1	100.0	90.2
No	10.9	0.0	9.8
Total	100.0	100.0	100.0
Base (Valid responses)	110	12	122
Non response/not relevant	1	13	14
Grand Total	111	25	136

5.20 Of all respondents living on pitches, 87.8% felt there was sufficient space in their amenity block/sheds (Table 5.10).

Table 5.10 Enough space in amenity blocks/sheds on pitch

Enough space in your amenity block/shed	Pitch on a private site (%)	Bricks and Mortar (%)	All dwelling types (%)
Yes	87.8	0.0	87.8
No	12.2	0.0	12.2
Total	100.0	0.0	100.0
Base (Valid responses)	90	0	90
Non response/not relevant	21	25	46
Grand Total	111	25	136

5.21 89.0% of respondents living on a pitch felt there was sufficient space overall on their pitch/plot (Table 5.11).

Table 5.11 Enough space on pitch/plot

Enough space in your pitch/plot	Pitch on a private site (%)	Bricks and Mortar (%)	All dwelling types (%)
Yes	89.0	0.0	89.0
No	11.0	0.0	11.0
Total	100.0	0.0	100.0
Base (Valid responses)	91	0	91
Non response/not relevant	20	25	45
Grand Total	111	25	136

Satisfaction with location of your home

5.22 Satisfaction with the location of the home is relatively high (Table 5.12), with 94.1% of respondents overall stating that they were very satisfied or satisfied. None were dissatisfied or very dissatisfied with location.

 Table 5.12
 Satisfaction with the location of your home

	Dwelling type (%)		
Satisfaction with location of	Pitch on a private		
your home	site	Bricks and Mortar	All dwelling types
Very satisfied	49.5	47.8	49.3
Satisfied	45.9	39.1	44.8
Neither satisfied nor dissatisfied	4.5	13.0	6.0
Dissatisfied	0.0	0.0	0.0
Very dissatisfied	0.0	0.0	0.0
Total	100.0	100.0	100.0
Base (Valid Response)	111	23	134
Non response	0	2	2
Grand Total	111	25	136

Overcrowding

5.23 Very few respondents (0.8%) felt that their home was overcrowded (Table 5.13), all of these were pitches on a private site.

Table 5.13 Do you think your home is overcrowded?

	Dwelling type (%)			
Do you think your home is overcrowded?	Pitch on a private site	Bricks and Mortar	All dwelling types	
Yes	0.9	0.0	0.8	
No	99.1	100.0	99.2	
Total	100.0	100.0	100.0	
Base (Valid Responses)	110	8	118	
Non response	1	17	18	
Grand Total	111	25	136	

Facilities shared with other households

5.24 Sharing toilet facilities was mentioned by 34 Gypsy and Traveller households on pitches. Sharing bathrooms and kitchens were each mentioned twice.

Table 5.14 Shared Facilities

Sharing facilities	Dwelling type			
	Pitch on a private site	Bricks and Mortar	All dwelling types	
Bathroom	2	0	2	
Toilet	34	0	34	
Kitchen	2	0	2	
Laundry		0	0	
Base (Valid Responses)	35	0	35	
Non response	76	25	101	
Grand Total	111	25	136	

Note: because of low numbers of responses, actual frequencies rather than percentages are reported

Cost of accommodation and services

- 5.25 Overall, 75.0% of respondents have none of their housing costs met by Housing Benefit. A further 11.4% have some of their housing costs met, and 13.6% have all of their costs met through Housing Benefit.
- 5.26 Receipt of full Housing Benefit was highest amongst Gypsies and Travellers living in bricks and mortar, at 31.3% compared with only 3.6% of households on a pitch.

 Table 5.15
 Housing costs covered by Housing Benefit

	Dwelling type (%)				
Housing costs covered by Housing Benefit	Pitch on a private site	Bricks and Mortar	All dwelling types		
None	89.3	50.0	75.0		
Part	7.1	18.8	11.4		
All	3.6	31.3	13.6		
Total	100.0	100.0	100.0		
Base (Valid Responses)	28	16	44		
Non response	83	9	92		
Grand Total	111	25	136		

- 5.27 Please note that it was not deemed culturally sensitive to ask about income in the survey.
- 5.28 The extent to which all respondents felt that the cost of services (gas, electricity, oil and water) were 'okay' or 'not okay' is presented in Table 5.16. This shows that 73.7% of respondents felt that the price of electricity was OK, 52.2% that the price of gas was OK, 22.2% that the price of oil was OK and 61.0% that the price of water was OK. However, within respondents, Gypsies and Travellers living in bricks and mortar were more likely to state costs were not OK, except for in the case of gas (respondents on pitches were more likely to consider that the price of gas was not OK).

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Table 5.16 Cost of services

		Dwelling type (%)	
		Pitch on a private site	Bricks and Mortar	All dwelling types
How do you find	OK	75.2	66.7	73.7
the cost of electricity?	Not OK	24.8	33.3	26.3
	Total	100.0	100.0	100.0
	Base (Valid Response)	109	24	133
	Non response	2	1	3
	Grand Total	111	25	136
How do you find	OK	50.0	57.9	52.2
the cost of gas?	Not OK	50.0	42.1	47.8
	Total	100.0	100.0	100.0
	Base (Valid Response)	50	19	69
	Non response	61	6	67
	Grand Total	111	25	136
How do you find	OK	28.6	0.0	22.2
the cost of oil?	Not OK	71.4	100.0	77.8
	Total	100.0	100.0	100.0
	Base (Valid Response)	14	4	18
	Non response	97	21	118
	Grand Total	111	25	136
How do you find	OK	63.4	52.2	61.0
the cost of water?	Not OK	36.6	47.8	39.0
	Total	100.0	100.0	100.0
	Base (Valid Response)	82	23	105
	Non response	29	2	31
	Grand Total	111	25	136

Note: not every respondent responded to every question

Feelings about neighbourhood, safety and security

5.29 Interviewees were asked how happy they were with the neighbourhood in which they were located (Table 5.17); overall the majority of respondents were either very happy or happy (87.4%) with their neighbourhood. 12.6% were neither happy nor unhappy; and none were unhappy or very unhappy. 45.8% of respondents in bricks and mortar were very happy with their neighbourhood compared with 36.9% of respondents living on pitches.

 Table 5.17
 Happy with neighbourhood

Happy with	Dwelling type (%)				
Neighbourhood	Pitch on a private site	Bricks and Mortar	All dwelling types		
Very happy	36.9	45.8	38.5		
Нарру	52.3	33.3	48.9		
Neither happy nor unhappy	10.8	20.8	12.6		
Unhappy	0.0	0.0	0.0		
Very unhappy	0.0	0.0	0.0		
Total	100.0	100.0	100.0		
Base (Valid Response)	111	24	135		
Non response	0	1	1		
Grand Total	111	25	136		

Safety

5.30 In terms of safety (Table 5.18), all respondents felt safe in their neighbourhood.

Table 5.18 Do you feel safe in this neighbourhood?

Feel safe in	Dwelling type (%)				
neighbourhood	Pitch on a private site	Bricks and Mortar	All dwelling types		
Yes	100.0	100.0	100.0		
No	0.0	0.0	0.0		
Total	100.0	100.0	100.0		
Base (Valid Response)	110	25	135		
Non response	1	0	1		
Grand Total	111	25	136		

Location to amenities

5.31 Respondents were asked if they felt being near to a range of amenities was important, slightly important or not important to them (Table 5.19). Over 90% felt it was important to be close to doctors, shops and main roads; with importance of being close to primary schools and public transport also noted.

 Table 5.19
 Location to amenities

		Dwelling type (%)		
		Pitch on a private	Bricks and	All dwelling
Amenity	Importance	site	Mortar	types
Primary School nearby	Important	81.8	59.1	76.8
	Slightly Important	7.8	18.2	10.1
	Not Important	10.4	22.7	13.1
	Total	100.0	100.0	100.0
Secondary School nearby	Important	60.7	43.5	56.0
	Slightly Important	26.2	26.1	26.2
	Not Important	13.1	30.4	17.9
	Total	100.0	100.0	100.0
Doctors nearby	Important	98.0	88.0	96.0
	Slightly Important	0.0	12.0	2.4
	Not Important	2.0	0.0	1.6
	Total	100.0	100.0	100.0
Pubs nearby	Important	57.6	21.1	49.4
	Slightly Important	24.2	26.3	24.7
	Not Important	18.2	52.6	25.9
	Total	100.0	100.0	100.0
Shops nearby	Important	97.2	96.0	97.0
	Slightly Important	2.8	4.0	3.0
	Not Important	0.0	0.0	0.0
	Total	100.0	100.0	100.0
Public Transport nearby	Important	58.5	77.8	64.4
	Slightly Important	19.5	5.6	15.3
	Not Important	22.0	16.7	20.3
	Total	100.0	100.0	100.0
Main Roads nearby	Important	91.7	89.5	91.0
	Slightly Important	8.3	5.3	7.5
	Not Important	0.0	5.3	1.5
	Total	100.0	100.0	100.0
Grand Total		111	25	136

Moving

5.32 Respondents were asked whether they planned to move over the next five years. All respondents plan to stay where they are.

Table 5.20 Respondents planning to move in the next five years

Moving intention	Dwelling type (%)				
	Pitch on a private site	Bricks and Mortar	All dwelling types		
Planning to stay where you are based now	100.0	100.0	100.0		
Planning to move elsewhere	0.0	0.0	0.0		
Total	100.0	100.0	100.0		
Base (Valid Response)	107	24	131		
Non response	4	1	5		
Grand Total	111	25	136		

Household mobility

5.33 The household survey identified a high degree of mobility, with 47.4% of households moving to their current place of residence in the past five years (Table 5.21) (53 households). Slightly more respondents in bricks and mortar had lived in their accommodation for over five years, at 56.0% compared with 51.8% of respondents living on pitches.

Table 5.21 Length of residence

Length of residence	Dwelling type (%)			
	Pitch on a private			
	site	Bricks and Mortar	All dwelling types	
Up to one year	0.9	0.0	0.7	
Over 1 and up to 2 years	5.5	4.0	5.2	
Over 2 and up to 3 years	5.5	8.0	5.9	
Over 3 and up to 4 years	14.5	0.0	11.9	
Over 4 and up to 5 years	21.8	32.0	23.7	
5 years or over	51.8	56.0	52.6	
Total	100.0	100.0	100.0	
Base (Valid Response)	110	25	135	
Non response	1	0	0	
Grand Total	111	25	136	

5.34 Of households moving in the past five years, only 15.0% had moved from within South Staffordshire and 2.5% from elsewhere in Staffordshire (including Stoke on Trent). 10% had moved from Shropshire, 12.5% from Cheshire, and 35.0% from elsewhere in the North West. A further 25.0% had moved from elsewhere in

the UK (Table 5.22). Note that a household may be from South Staffordshire originally and had subsequently returned to their home area.

 Table 5.22
 Summary of the origin of moving households

Origin	Dwelling type (%)		
	Pitch on a private site	Bricks and Mortar	All dwelling types
South Staffordshire	14.7	16.7	15.0
Elsewhere Staffordshire (inc. Stoke on Trent)	2.9	0.0	2.5
Shropshire	11.8	0.0	10.0
Cheshire	14.7	0.0	12.5
Elsewhere North West	32.4	50.0	35.0
Elsewhere UK	23.5	33.3	25.0
Total	100.0	100.0	100.0
Base (Moving households in past 5 years)	53	11	64

6. Gypsy and Traveller Pitch Requirements

Gypsy and Traveller Pitch Requirements

- 6.1 This section reviews the overall pitch requirements of Gypsies and Travellers across South Staffordshire. It takes into account current supply and demand, as well as future demand, based on modelling of data, as advocated by the CLG. Requirements for Gypsies and Travellers are being reviewed. This chapter also considers planning issues.
- 6.2 The calculation of pitch requirements is based on CLG modelling as advocated in Gypsy and Traveller Accommodation Assessment Guidance (CLG, 2007). The CLG Guidance requires an assessment of the current needs of Gypsies and Travellers and a projection of future needs. The focus of the calculation of pitch requirements is the need arising within the District. The Guidance advocates the use of a survey to supplement secondary source information and derive key supply and demand information.
- 6.3 The GTAA has modelled current and future demand and current and future supply. The following analysis focuses on Gypsies and Travellers specifically.
- 6.4 For clarity, the research considers the overall requirement for pitches based on the current number of pitches in addition to the future demonstrable need from existing and emerging households.
- 6.5 In terms of **overall need**, the model considers:
 - The baseline number of households on authorised sites (as at October 2013);
 - The number of households living in bricks and mortar accommodation (a minimum baseline based on achieved interviews) and the number wanting to move to a pitch;
 - Existing households planning to move in the next five years (currently on sites);
 - The current shortfall in pitches relative to households on existing sites; and
 - Emerging households currently on sites and planning to stay within the study area; to derive a figure for
 - Total need.
- 6.6 In terms of **supply**, the model considers:
 - Total supply of pitches on authorised sites and the unauthorised tolerated site:
 - Turnover on existing authorised sites;
 - Total supply of authorised pitches based on turnover and existing pitch provision (as set out at Table 4.1); and
 - Any vacant pitches.
- 6.7 The model then reconciles total need and existing authorised supply by summarising:

- Total need for pitches; and
- Total supply of authorised and unauthorised tolerated pitches.
- 6.8 The assessment of current need should, in line with the guidance, take account of existing supply. In the CLG model, current residential supply refers to local authority residential sites and authorised privately owned sites.
- 6.9 In this assessment we have reported the existing number of pitches on authorised private sites (this is the actual number of pitches on sites available for occupancy at 31st May 2013).
- 6.10 We have secured a high level of response from households living on pitches so there has been no need for survey data to be weighted.

Description of factors in the model

6.11 Table 6.1 provides a summary of the future pitch requirement calculation for the 5 year period 2013/14 to 2017/18. Each component in the model is now discussed to ensure that the process is transparent and any assumptions clearly stated.

Need

6.12 Current pitches (1a to 1e)

These figures are derived from the latest (October 2013) Local Authority information.

6.13 Current households in bricks and mortar accommodation (2)

This is a minimum figure based on the respondents who were interviewed as part of the fieldwork. There were a total of 25 households reported and none were planning to move onto a site.

6.14 Households planning to move in the next five years (3)

This was derived from information from the household survey for respondents currently on authorised and unauthorised pitches and respondents in bricks and mortar accommodation who stated a need to live on a site.

6.15 Emerging households (4)

This is the number of households expected to emerge in the next five years based on household survey information from respondents living on authorised and unauthorised pitches and also people living in bricks and mortar accommodation. Analysis considers where emerging households are planning to move to. Out of 53 emerging households identified in the survey, 44 plan to live on the current site they are on, nine plan to live on a site elsewhere in the District¹⁹; there were no emerging households in bricks and mortar

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¹⁹ (to clarify this is EMERGING households and not EXISTING household which are referred to in Table 5.20.

accommodation. The modelling assumes that each person identifying as a newly-forming household will require a pitch.

6.16 Total need for pitches (5)

This is a total of current households on pitches (authorised and unauthorised), households predicted to move in the next five years (either on pitches or in bricks and mortar accommodation) based on a turnover rate (assuming 9.64% each year) derived from people moving over the last 5 years and need from emerging households.

 Table 6.1
 Summary of need and supply factors: Gypsies and Travellers

			South Staffordshir
1	Current pitch need	1a. On LA Site	0
		1b. On Private Site - Authorised	90
		1c. On Private Site - Temporary Authorised	5
		1d. Unauthorised	6
		1e. Total (1a to 1d)	101
	Current households in bricks and mortar		
2	accommodation (baseline information only)	2a. TOTAL	25
	Existing households planning to move	Currently on sites	
3	in next 5 years	•	
		3a. To another pitch/same site	0
		3b. To another site in local authority area	0
		3c. To Bricks and Mortar	0
		3d. To a site/B&M outside study area	0
		3e. Planning to move to a site in LA from B&M elsewhere	0
		Currently in Bricks and Mortar	0
		3f. Planning to move to a site in LA	0
		3g. Planning to move to another B&M property	0
		3h. TOTAL (3a+3b+3c+3d+3e+3f)	0
4	Emerging households (5 years)	4a. Currently on site and planning to live on current site	44
		4b. Currently on sites and planning to live on another site in LA	9
		4c. Currently in B&M planning to move to a site	0
		4d. Currently in B&M and moving to B&M (no net impact)	0
		4e. Currently on Site and moving to B&M (no net impact)	0
		4f. TOTAL (4a+4b+4c) excluding those moving within B&M	53
5	Total Need	1e+3h+4f	154
	Total Need	TOTOM THE	104
JPPLY			
6	5	6a Annual (assuming 9.64% each year)	8.7
	Turnover on existing authorised pitches	6b 5 Years	44
7	Total supply of pitches (5 yrs)	7a. Current authorised pitch provision and turnover (1a+1b+6b)	134
		7b. Current vacancies on authorised pitches	9
		7c. TOTAL (7a+7b)	143
ECONO	CILING NEED AND SUPPLY		
	Total need for pitches	5 years (from 5)	154
	Total supply of authorised pitches	5 years (from 7c)	143
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Supply

6.17 Turnover on existing pitches (6)

The model assumes a turnover rate of 9.64% each year for pitches on authorised sites. This is based on the actual turnover reported in the household survey over the past 5 years and is based on the number of households who have moved to their current pitch during this period. Survey evidence states that 53 out of 110 households had moved to their current pitch in the past five years (48.2% or 9.64% each year). This is at variance with Table 5.20 which states that no existing household is planning to move. However, it is commonly found in Gypsy and Traveller Assessment that although households state they are not planning to move, past trends would suggest that they do move.

6.18 **Total supply (7)**

This figure is based on the total number of permanent pitches available (90 private authorised pitches) plus a five year supply based on turnover rates (6b) and any vacant pitch provision identified in the site surveys or from Local Authority knowledge.

Summary of overall requirements

- 6.19 In summary, there is a total shortfall over the next five years (2013/14 to 2017/18) of 11 pitches in South Staffordshire.
- 6.20 Analysis does not factor in the potential for additional pitches which are subject to planning permission, nor any expansion of existing sites.
- 6.21 Table 6.2 summarises current supply and total shortfall (need) for the Council over the period 2013/14 to 2017/18.
- 6.22 This should be viewed as a minimum requirement based on the current supply of pitches and the views expressed by Gypsies and Traveller households who have been interviewed. The demand for pitches should be regularly reviewed to determine the extent to which this minimum requirement is changing over time.

Table 6.2 Summary of current pitch supply and shortfalls 2013/14 to 2017/18

	Current authorised supply ²⁰	Total shortfall (need)
South Staffordshire	90	11

Longer-term pitch requirements

6.23 In order to establish an objective view on longer-term pitch requirements, the shortfall evidenced for the five years 2013/14 to 2017/18 has been extrapolated over the 15 year Plan Period. This results in a longer-term requirement of 33

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²⁰ Includes all known permanent pitches

pitches. However, this figure should be reviewed every 5 years to take account of any changes in the needs or demography of the travelling community.

Overall need 2013/14 to 2027/28

6.24 Overall, this analysis indicates that over the period 2013/14 to 2027/28 there is expected to be an overall need for an additional **33 pitches**. This should be viewed as the objectively assessed need for pitches over the Plan period.

Travelling showperson needs

6.25 The study evidenced no need for additional travelling showperson provision over the period 2013/14 to 2027/28 but the Council should maintain a 'watching brief' and regularly liaise with the Showman's Guild to monitor any change in this situation.

Type of new provision

- 6.26 Respondents were asked if there is a need for new permanent sites for Gypsies and Travellers and, if so, what sort of provision this should be and where should it be located. Responses to these questions are now looked at in turn.
- 6.27 The majority of respondents (86.8%) stated that that there was a need for new permanent provision across the District (Table 6.3). However, only 37.6% felt that there was a need for a new public site in the District (Table 6.3).

Table 6.3 Need for new permanent and public sites

	Dwelling type (%)			
Is there a need for a permanent site in South Staffordshire?	Pitch on a private site	Bricks and Mortar	All Dwelling Types	
Yes	86.0	90.5	86.8	
No	14.0	9.5	13.2	
Total	100.0	100.0	100.0	
Base (Valid Response)	93	21	114	
Non response	18	4	22	
Grand Total	111	25	136	
	Dwelling type ((%)		
Is there a need for a public site in South Staffordshire?	Pitch on a private site	Bricks and Mortar	All dwelling types	
Yes	39.4	27.8	37.6	
No	60.6	72.2	62.4	
Total	100.0	100.0	100.0	
	99	18	117	
Base (Valid Response)	99	. •		
Base (Valid Response) Non response	12	7	19	

6.28 Respondents tended to state that new provision should be managed privately by Gypsies and Travellers. (Table 6.4). Only 5.0% of respondents felt that new permanent sites should be managed by Councils, and only 5.8% felt that they should be managed by a Registered Social Landlord or Housing Association.

Table 6.4 Preferred Site/Yard Management Option

Site management	Dwelling type (%)		
	Pitch on a private site	Bricks and Mortar	All dwelling types
Councils	5.8	0.0	5.0
Private (Gypsy/Traveller)	83.5	94.1	85.0
Private (non-Gypsy/Traveller)	4.9	0.0	4.2
Registered Social Landlord / Housing Association	5.8	5.9	5.8
Total	100.0	100.0	100.0
Base (Valid Response)	103	17	120
Non response	8	8	16
Grand Total	111	25	136

Note: Respondents could tick more than one option so the percentage figures relate to the percentage of respondents who would consider the option

6.29 Respondents were asked to identify where new permanent provision should be located with reference to Parishes within South Staffordshire (Table 6.5). The most frequently mentioned housing market areas by Gypsies and Travellers were Cheslyn Hay (55.4% of Gypsies and Travellers overall), Penkridge (54.3%), Hilton (44.6%) and Wombourne (43.5%). This gives some idea as to where sites should be located based respondent preferences.

 Table 6.5
 Future site/yard location preferences

	Dwelling type (%)			
Location of Permanent Site	Pitch on a	Bricks and Mortar	All dwelling types	
Acton Trussell, Bednall and Teddesley Hay	26.7	29.4	27.2	
Bilbrook	29.3	23.5	28.3	
Blymhill & Weston under Lizard	36.0	23.5	33.7	
Bobbington	36.0	29.4	34.8	
Brewood & Coven	30.7	35.3	31.5	
Cheslyn Hay	54.7	58.8	55.4	
Codsall	29.3	41.2	31.5	
Dunston with Coppenhall	30.7	23.5	29.3	
Enville	28.0	29.4	28.3	
Essington	41.3	47.1	42.4	
Featherstone & Brinsford	34.7	29.4	33.7	
Great Wyrley	37.3	41.2	38.0	
Hatherton	34.7	35.3	34.8	
Hilton	40.0	64.7	44.6	
Himley	28.0	35.3	29.3	
Huntington	29.3	35.3	30.4	
Kinver	32.0	35.3	32.6	
Lapley, Stretton and Wheaton Aston	29.3	29.4	29.3	
Lower Penn	34.7	35.3	34.8	
Pattingham & Patshull	29.3	23.5	28.3	
Penkridge	54.7	52.9	54.3	
Perton	29.3	29.4	29.3	
Saredon	33.3	35.3	33.7	
Shareshill	30.7	23.5	29.3	
Swindon	30.7	41.2	32.6	
Trysull & Seisdon	26.7	23.5	26.1	
Wombourne	42.7	47.1	43.5	
Other Location	6.7	0.0	5.4	
Base (total Respondents)	75	17	92	
Base (total Responses)	695	163	858	

Note:these are suggested locations where new pitches could be provided.

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7. Travelling practices and experiences

- 7.1 The purpose of this chapter is to review the travelling patterns associated with respondents across the District. Broadly speaking, travelling patterns are seasonal, generally linked to seasonal employment but travelling also takes place to enable visits to family and friends, and attendance at events, such as weddings and funerals. Families require safe and secure places from which to travel, and this home base is usually from where they access GPs, schools and a dentist.
- 7.2 Respondents were asked about their travelling practices in the previous year (Table 7.1). Nearly a third of respondents (31.5%) had travelled, representing 32.7% of households on a pitch and 26.1% of households in bricks and mortar accommodation.

Table 7.1 Travelling behaviour by dwelling type

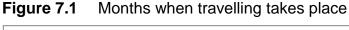
Travelled in last year	Dwelling type (%)		
	Pitch on a private site	Bricks and Mortar	All dwelling types
Yes	32.7	26.1	31.5
No	67.3	73.9	68.5
Total	100.0	100.0	100.0
Base (Valid Response)	107	23	130
Non response	4	2	6
Grand Total	111	25	136

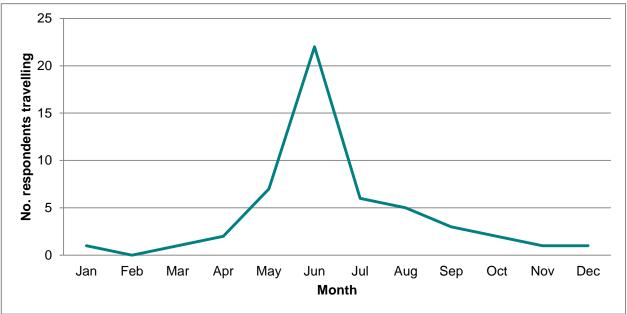
7.3 Of respondents that have travelled in the previous year and provided information on travelling times, the majority (78.6%) had travelled for less than one month, a further 7.1% had travelled for between five and eight weeks, 11.9% for between nine and 12 weeks and 2.4% for between 13 and 26 weeks (Table 7.2).

Table 7.2 Length of time travelling

Length of time travelling	Dwelling type (%)		
	Pitch on a private site	Bricks and Mortar	All dwelling types
No more than 13 days	58.3	16.7	52.4
Two to four weeks	27.8	16.7	26.2
5 to 8 weeks	0.0	50.0	7.1
9 to 12 weeks	11.1	16.7	11.9
13 to 26 weeks	2.8	0.0	2.4
Total	100.0	100.0	100.0
Base (Valid Response)	36	6	42
Non response/No travelling	75	19	94
Grand Total	111	25	136

7.4 Figure 7.1 summarises when respondents travelled. Most travelling activity is between May and July, although there is a degree of travelling during the autumn period.





7.5 A range of reasons were given for travelling but the most frequently mentioned were for visiting family/friends (26.8%), travelling to fairs (16.1%) and cultural reasons (16.1%)(Table 7.3).

 Table 7.3
 Reasons for travelling

Reason	Number	%
Cultural	9	16.1
Holiday	8	14.3
Religious activities	8	14.3
Travel to Fairs	9	16.1
Visiting family/friends	15	26.8
Work	7	12.5
Total responses	56	100.0
Total respondents	22	

Note more than one reason for travelling could be expressed

7.6 A range of problems can be experienced whilst travelling and respondents were asked to identify these based on their experiences (Table 7.4). Most frequently the problems mentioned were police behaviour (68.2%) and enforcement officer behaviour (50.0%), followed by lack of toilet facilities (27.3%) and no water facilities (27.3%).

Table 7.4 Problems whilst travelling

Problem	Responses	%	% respondents mentioning
No places to stop over	5	8.9	22.7
Closing of traditional stopping places	5	8.9	22.7
Abuse, harassment or discrimination	1	1.8	4.5
Lack of toilet facilities	6	10.7	27.3
No water facilities	6	10.7	27.3
Problems with rubbish collection	3	5.4	13.6
Police behaviour	15	26.8	68.2
Enforcement officer behaviour	11	19.6	50.0
Behaviour of other travellers	2	3.6	9.1
Other	2	3.6	9.1
Total responses	56	100.0	
Total respondents	22		_

Note more than one problem could be expressed

Transit sites and stop over places

- 7.7 The CLG Guidance suggests that, in addition to the need for permanent provision, an assessment should be made of the need for temporary places to stop-over while travelling. Two types of temporary provision have been identified elsewhere:
 - Transit sites: intended for short-term use while in transit. Sites are usually permanent but there is a limit on the length of time residents can stay; and
 - Stop-over places: designated temporary camping areas tolerated by local authorities, used for short-term encampments and sometimes with the provision of temporary toilet facilities, water supplies and refuse collection services.
- 7.8 Views were sought on the current provision of transit sites across the District. Amongst all Gypsies and Travellers, 71.9% said that there was a need for provision of new transit sites across the District, whilst 28.1% said there was no need (from 121 valid responses and 15 non-responses). Table 7.5 summarises where respondents felt transit provision should be located. Overall Cheslyn Hay, Great Wyrley, Essington and Blymhill & Weston under Lizard were most likely to be mentioned. With households from bricks and mortar accommodation, Hilton and Dunston with Coppenhall were most frequently identified.

 Table 7.5
 Preferred location of transit sites

Location	Dwelling type (%)	
	Pitch on a	Bricks and	All dwelling
	private site	Mortar	types
Acton Trussell, Bednall and Teddesley Hay	22.6	33.3	25.0
Bilbrook	24.2	44.4	28.8
Blymhill & Weston under Lizard	41.9	38.9	41.3
Bobbington	29.0	38.9	31.3
Brewood & Coven	30.6	38.9	32.5
Cheslyn Hay	51.6	44.4	50.0
Codsall	27.4	44.4	31.3
Dunston with Coppenhall	29.0	50.0	33.8
Enville	27.4	27.8	27.5
Essington	45.2	44.4	45.0
Featherstone & Brinsford	35.5	27.8	33.8
Great Wyrley	43.5	50.0	45.0
Hatherton	30.6	38.9	32.5
Hilton	27.4	61.1	35.0
Himley	24.2	38.9	27.5
Huntington	22.6	38.9	26.3
Kinver	24.2	38.9	27.5
Lapley, Stretton and Wheaton Aston	25.8	33.3	27.5
Lower Penn	27.4	38.9	30.0
Pattingham & Patshull	25.8	33.3	27.5
Penkridge	35.5	44.4	37.5
Perton	24.2	33.3	26.3
Saredon	24.2	33.3	26.3
Shareshill	27.4	33.3	28.8
Swindon	25.8	33.3	27.5
Trysull & Seisdon	22.6	38.9	26.3
Wombourne	37.1	44.4	38.8
Other Location	3.2	0.0	2.5
Base (total Respondents)	62	18	80
Base (total Responses)	506	192	698

^{7.9} There is a strong preference for the private management of transit sites by Gypsy/Travellers/Showpeople (96.3%) (Table 7.6).

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Table 7.6 Preferred management of transit provision

Management of transit sites	Dwelling type (%)		
	Pitch on a private site	Bricks and Mortar	All dwelling types
Councils	13.6	19.0	14.7
Registered Social Landlords / Housing Associations	22.7	19.0	22.0
Private (Gypsy/Traveller/Showperson)	96.6	95.2	96.3
Private (non-Gypsy/Traveller)	20.5	19.0	20.2
Other	1.1	0.0	0.9
Base (Respondents)	88	21	109
Base (Responses)	136	32	168

Note: Respondents could tick more than one response so percentages do not add up to 100%

7.10 73.5% of respondents believed there was a need for stop over places within South Staffordshire (70.7% of households on a pitch and 85.7% of households in bricks and mortar). Table 7.7 summarises where respondents felt any stop over provision should be located. Cheslyn Hay, Essington and Wombourne were most likely to be mentioned. With respondents from bricks and mortar accommodation, Codsall was most likely to be mentioned.

Table 7.7 Preferred location of stop over places

	Dwelling type (%)			
	Pitch on a	Bricks and	All dwelling	
Location	private site	Mortar	types	
Acton Trussell, Bednall and Teddesley Hay	22.2	33.3	24.7	
Bilbrook	22.2	33.3	24.7	
Blymhill & Weston under Lizard	33.3	38.9	34.6	
Bobbington	23.8	44.4	28.4	
Brewood & Coven	27.0	38.9	29.6	
Cheslyn Hay	57.1	44.4	54.3	
Codsall	23.8	55.6	30.9	
Dunston with Coppenhall	28.6	33.3	29.6	
Enville	28.6	33.3	29.6	
Essington	42.9	38.9	42.0	
Featherstone & Brinsford	31.7	38.9	33.3	
Great Wyrley	36.5	55.6	40.7	
Hatherton	33.3	50.0	37.0	
Hilton	34.9	44.4	37.0	
Himley	28.6	33.3	29.6	
Huntington	25.4	38.9	28.4	
Kinver	23.8	44.4	28.4	
Lapley, Stretton and Wheaton Aston	23.8	33.3	25.9	
Lower Penn	28.6	44.4	32.1	
Pattingham & Patshull	27.0	38.9	29.6	
Penkridge	38.1	44.4	39.5	
Perton	27.0	33.3	28.4	
Saredon	25.4	33.3	27.2	
Shareshill	28.6	27.8	28.4	
Swindon	30.2	33.3	30.9	
Trysull & Seisdon	28.6	38.9	30.9	
Wombourne	41.3	44.4	42.0	
Other Location	3.2	0.0	2.5	
Base (total Respondents)	63	18	81	
Base (total Responses)	520	193	713	

7.11 In order to establish the potential requirement for transit provision in South Staffordshire it is important to understand the extent of short term unauthorised encampment activity across the District. Generally these unauthorised encampments are ones that are of short duration (anything from one day to several months). They occur as Gypsies and Travellers pass through the area whilst travelling, and are indicative of a lack of stop over or transit provision. Table 7.8 details the extent unauthorised encampment activity over the period June 2011 to February 2013.

 Table 7.8
 Unauthorised encampments June 2011 to Feb 2013

Table 7.8 Unauthorised encampments June 2011 to Feb 2013 South Staffordshire					
Date	Location	Duration (days)	Number of caravans		
February 2013	Essington Industrial Estate, Bognop Road, Essington (SSDC Owned land)	2	5		
March 2013	Land Off Acton Gate, Nr Acton Trussell – Staffs County Council owned land - SCC's responsibility to remove – family had hospital appointment	14 (estimated)	5		
May 2013	Land Off Acton Gate, Nr Acton Trussell – Staffs County Council owned land - SCC's responsibility to remove– family had hospital appointment	14 (estimated)	4		
March 2012	Huntington Playing fields, Stafford Road, Huntington SSDC Owned land – leased to Huntington Parish Council. One off as barrier erected to prevent access	3	15		
July 2012	Essington Industrial Estate, Bognop Road Essington (SSDC owned land). Subsequently moved to industrial estate in Essington	2	4		
August 2012	Highway land at Cheslyn Hay (SCC Owned land)	4	1		
September/October 2010	Land adjacent to Hordern Caravan site, Ball Lane Coven (land privately owned) - Injunction served by SSDC	10	6		
October 2011	31 Wolverhampton Road, Cheslyn Hay (temporary accommodation provided by family)	21	1		
May 2011	Land at Brineton (Privately owned land) – planning permission sought – EN served.	3 months	2		
June 2011	The Robin Hood Public House, Walsall Road, Great Wyrley (SCC owned land)	14 days	6		
Jul 2012	The Robin Hood Public House, Walsall Road, Great Wyrley (SCC owned land) (same family as above)	14 days	5		
July 2012	Land at the recreation Centre, Kinver (Horse and trailer)	1	1		
May 2011	Land off Levedale Road, Penkridge (Horse and Trailer) (same person as above)	1	1		
June 2011	Land off Horsebrook Lane, Brewood (Horse and trailer) (same person as above)	1	1		

7.12 A closer analysis of the incidences of unauthorised encampment activity suggests that there is a combination of encampments linked to 'one-off'

incidences, the same families moving within the area and the number of cases of households passing through the District is relatively low and estimated to be around 41 caravan days each year.

7.13 There are currently 20 pitches available for transit needs across the District which provides sufficient capacity for the evidenced need for transit provision.

8. Wider Service and Support Needs

8.1 This research provides a valuable opportunity to review the wider service and support needs of Gypsies and Travellers, and this chapter discusses issues raised through household the survey.

Registration with doctor and dentist

8.2 Virtually all respondents interviewed stated that they were registered with a doctor (98.5%) and dentist (81.6%) (Table 8.1).

 Table 8.1
 Registration with a doctor and dentist

Registered with:	Dwelling type (%)						
	Pitch on a private site	Bricks and Mortar	All dwelling types				
Doctor	98.2	100.0	98.5				
Base (Valid Responses)	109	25	134				
Dentist	79.3	92.0	81.6				
Base (Valid Responses)	88	23	111				
Total (all households)	111	25	136				

Services used in the last year

- 8.3 Interviewees were asked which services they had used in the last year (Table 8.2). The most used services were Doctor (GP) and Dentist. GP services were accessed by 93.0% of respondents, and Dentists were accessed by 57.0% of respondents. Additionally 6.0% had used the Accident and Emergency service.
- 8.4 The proportion of respondents using other services tended to be considerably lower, with fewer than 5% using traveller liaison, traveller education, adult education, law centre and other welfare rights advice. Around 13.2% had sought support from a Health Visitor and just over 7.0% support from the Citizens Advice Bureau.

 Table 8.2
 Services used in past twelve months (%)

Services used in the last year	Dwelling type (%)					
	Pitch on a private site	Bricks and Mortar	All dwelling types			
Traveller Liaison	2.2	4.5	2.6			
Traveller Education	2.2	9.1	3.5			
Adult Education	0.0	4.5	0.9			
Law Centre	4.3	0.0	3.5			
Citizens Advice Bureau	5.4	13.6	7.0			
Other welfare rights advice	1.1	0.0	0.9			
Doctor (GP)	92.4	95.5	93.0			
Dentist	48.9	90.9	57.0			
Accident and emergency	31.5	54.5	36.0			
Health visitors	13.0	13.6	13.2			
Other	1.1	4.5	1.8			
Base	94	75	26			
Total (All households)	98	79	28			

Adaptations

8.5 No households stated that they needed adaptations to their home to assist with, for instance, mobility around the home.

9. Stakeholder consultation

Overview

9.1 Stakeholders were invited to participate in a survey aimed at identifying a range of information, including establishing the key perceived issues facing the Gypsy and Traveller community within South Staffordshire, and ways in which these need to be addressed. Stakeholders were asked to respond to any of the questions within the survey. A total of seven separate responses to the stakeholder consultation were obtained.

General support for Gypsies, Travellers and Travelling Showpeople

- 9.2 There was an overall feeling from stakeholders that there is not an adequate understanding of the education, employment, health and support needs of Gypsies and Travellers. Several respondents commented on the lack of understanding and information, suggesting that the collection and collation of information is required, including an up-to-date assessment of pitch requirements.
- 9.3 Several respondents felt that more could be done to monitor these support needs; it was suggested that the health services should play a role in monitoring.
- 9.4 In terms of additional support that is most needed, several stakeholders mentioned education services for Gypsies and Travellers. In more general terms, it was felt that improved liaison between Gypsies and Travellers and service providers is needed to establish a network of support. One stakeholder suggested that it would be beneficial set up a multi-agency group (MAG) of professionals from a range of statutory and voluntary sectors (including education, health, planning and housing).
- 9.5 There was an overall feeling that more could be done to raise awareness of the cultural, support and accommodation needs of Gypsies and Travellers in South Staffordshire. However, these comments were focused on education and awareness training programmes for the wider settled community, to overcome prejudice and stereotypes.

Provision of accommodation

- 9.6 A couple of stakeholders felt that there is a need for better monitoring of Gypsy and Traveller accommodation provision, including keeping better records and possibly establishing a monitoring officer.
- 9.7 There was a range of opinions expressed regarding the condition of existing Gypsy and Traveller sites, and the facilities available. This ranged from "very basic", "mixed", "varied" to "usually very good", but no specific examples were provided.
- 9.8 There is limited information available regarding the management of existing Gypsy and Traveller sites.

9.9 Some stakeholders were aware of tensions between Gypsies and Travellers and the settled community on existing sites. Some respondents noted tensions in two locations; namely New Road, Featherstone/Brinsford Bridge.

Need for additional permanent and transit sites

- 9.10 In terms of the existing provision of permanent sites, many stakeholders were not familiar with current demand and supply trends. However, there was a general feeling amongst those who commented that there are currently insufficient sites.
- 9.11 Regarding the location of new permanent sites, stakeholders did not suggest any specific locations. Several respondents proposed making extensions to existing sites. The need for sites to be sustainable was also acknowledged.
- 9.12 There was limited comment on whether additional transit (short-term) sites are needed in South Staffordshire. Possible demand along the A5 Corridor was mentioned by one stakeholder.
- 9.13 There appears to be a low level of awareness of Gypsies and Travellers living in bricks and mortar accommodation, although a couple of stakeholders were aware of this through personal contact. One respondent stated that "approximately five" Gypsy and Traveller households have approached them for housing-related support during the past five years

Unauthorised encampments

- 9.14 Stakeholders are not aware of any current unauthorised encampments in South Staffordshire.
- 9.15 The main problem noted in respect of unauthorised encampments is the mess that is often left behind when Travellers move on, with cost implications through clear up and staff resources. One stakeholder noted that unauthorised encampments are not so much of a problem now because of injunction powers/national policy.
- 9.16 It is generally acknowledged that unauthorised encampments reflect negatively on the perception of Traveller communities by local residents and councillors, heightening tensions and stereotyping.

Planning

- 9.17 Stakeholders felt that the main barriers hampering the provision of new sites are political tensions and local residents' attitudes.
- 9.18 There was a range of feelings amongst stakeholders regarding whether more could be done to identify and bring forward new sites. One respondent considered that these issues were already being addressed, whilst several others felt that more could be done.
- 9.19 It was acknowledged that updated needs information is required to support new Gypsy and Traveller provision. It was suggested that a proactive response from the Local Planning Authority is needed through site identification and provision to

- meet identified needs in the Development Planning process. The Green Belt was noted as a possible constraint on future provision.
- 9.20 In terms of cross-boundary issues, one stakeholder commented that the shape of South Staffordshire means that it shares its borders with several other local authorities, and that there are a number of sites on these boundaries. It was also noted that there is little cross-boundary movement of Travellers between Stafford and South Staffordshire.

10. Summary of Findings

10.1 This section of the report summarises the headline findings from the research, and identifies the main issues for the District.

Headline findings from the research

Current conditions

- 10.2 Across South Staffordshire there are a total of 101 residential pitches across 19 sites all of which are private sites (90 authorised permanent, 5 temporary and 6 unauthorised as at October 2013). Additionally there are 20 transit pitches and two Showperson's sites.
- 10.3 Overall, 85.9% of respondents own their own home, 10.4% rent privately, 3.0% rent from the Council and 0.7% stated other tenure. 94.1% of respondents were satisfied or very satisfied with the location of their home.
- 10.4 No respondents stated any repair problems, including both households living on pitches and those in bricks and mortar accommodation.
- 10.5 Overcrowding and lack of space were not generally identified as significant problems. Very few respondents felt that they were overcrowded; and 90.2% felt like they had sufficient space for their trailers, wagons and vehicles.
- 10.6 A majority of households felt that the cost of electricity was OK (73.7%), along with water (61.0%) and to a lesser extent gas (52.21%). Overall only 22.2% of respondents considered the cost of oil to be OK. This figure drops to zero in households living in bricks and mortar (100% felt that the cost of oil was not OK).

Pitch Requirements

- 10.7 Since the obligation to provide Gypsy and Traveller sites was abolished in 1994, a gap in the provision of permanent sites has emerged nationally. This study has provided robust estimates of the size of the population of these communities, and establishes their current and future accommodation requirements.
- 10.8 Using the CLG-approved model for calculating pitch requirements, the research has demonstrated that across South Staffordshire there is a shortfall of 11 Gypsy and Traveller pitches over the five year period 2013/14 to 2017/18. Cheslyn Hay, Penkridge, Hilton and Wombourne were the expressed preferred locations for this provision.
- 10.9 An analysis of longer-term pitch requirements, based on an analysis of likely household formation, suggests that over the Plan Period 2013/14 to 2027/28, a total of 33 additional pitches are required.

Table 10.1: Summary

South Staffordshire	Gypsy and Traveller		
Number of residential pitches	101		
Identified five year permanent pitch shortfall	11		
Identified permanent pitch shortfall 2013/14 to 2027/28	33		
Transit provision	Currently 20 pitches which is sufficient for transit requirements		

- 10.10 CLG guidance advocates smaller permanent sites of between six and 12 pitches. There is a need to take a long-term view of the site management as it is more intensive and demanding than most conventional housing management, and it would be sensible to look at this issue in greater depth. Different management models may be appropriate for different sites, with mainstream approaches to recruitment and selection of managers needing to reflect cultural sensitivities.
- 10.11 For all communities, the method of analysis is such that it is possible to periodically update the assessment of accommodation need through the careful recording of key data. For Gypsy and Traveller Communities, the number of extant authorised pitches and a summary of the number of households on sites needs to be regularly updated from the baseline information provided in this assessment.

Travelling Practices and Requirements

- 10.12 The current understanding of travelling patterns and the associated requirements of the Gypsy and Traveller communities is more limited. The communities continue to travel for visiting family/friends, travelling to fairs and for cultural reasons.
- 10.13 Survey respondents did express a need for transit provision across the study area, with 71.9% of Gypsy and Traveller respondents identifying a need for new transit provision. This need for new transit provision in the District is confirmed by the persistent level of unauthorised encampment activity.
- 10.14 There are currently 20 pitches available for transit needs across the District which provides sufficient capacity for the evidenced need for transit provision.

Wider service needs

10.15 Respondents reported limited wider service and support needs beyond access to doctors; registration with doctors was particularly high.

Adaptations

10.16 No households stated that they needed adaptations to their home.

11. Conclusion and Strategic Response

- 11.1 This concluding chapter looks at the key challenges and issues facing the Council in respect of meeting the accommodation requirements of Gypsies and Travellers in South Staffordshire. The chapter provides:
 - A brief **summary of key issues** emerging from the research, and the challenges these pose;
 - Advice on the strategic responses available to the local authorities to address identified issues, including examples of good practice; and
 - Recommendations and next steps.
- 11.2 Whilst many of the suggested measures for tackling the needs of Gypsies, Travellers listed here constitute best practice, it must be recognised that implementing many of these recommendations may be beyond the capacity of the Council in the current financial climate, where resources may be extremely limited.

Key issues and how to tackle them

- 11.3 Chapter 10 provides a summary of the headline findings from the research, so these will not be reiterated here. This section of the report focuses on the key issues emerging from the research, and looks at how these challenges might be addressed by the Council. Recommendations are highlighted throughout the chapter.
- 11.4 The key priority issues identified by the research include:
 - Meeting pitch requirements;
 - Addressing poor conditions on existing sites;
 - Tackling wider service and support needs;

Meeting pitch/plot requirements

- 11.5 The research has evidenced:
 - an overall five year requirement (2013/14 to 2017/18) of 11 Gypsy and Traveller pitches and a Plan Period requirement (2013/14 to 2027/28) of 33 pitches;
 - an existing supply of 20 transit pitches to address the requirements for households in transit.

- 11.6 In order to meet future requirements the Council needs to firstly review the potential to increase the number of pitches on available sites, and secondly to ensure they have an adequate supply of additional sites identified in their Local Plan to address immediate and longer-term need. The Council will need to work closely with both settled and Travelling communities to do this. The Council, in partnership with Travelling communities, needs to consider the options available to help meet identified need, including the expansion of existing sites, redesignation of unauthorised sites, use of Community Land Trusts and exceptions site policies. Each of these areas is now looked at in more detail, alongside good practice in planning for Gypsy and Traveller provision.
- 11.7 Local planning authorities have a duty to identify land for development (Housing Act 2004 S225). Planning authorities are best placed to do this as they are most likely to know the current status of the land and the probability of securing planning permission.

New site identification

- 11.8 The Council should look to their land banks for suitable and appropriate land for development that is not in need of remediation, as this may well incur more financial investment than site provision itself. Local authority land should be considered but given the current economic climate, 'going rates' may negate the viability of development. The Council should be looking to review releasing land for development rather than seeing this as an opportunity for fiscal reward. The Homes and Communities Agency also have a land bank and this should also be explored. Local land owners should also be approached as there may be 'set aside' land that is not economically viable to the landowner, but would be suitable for a small family unit and could 'reap' a dividend, thus making it attractive as a business venture. There has been suggestion of some local authorities 'gifting' land for development and although not a popular suggestion, it should be given consideration.
- 11.9 The idea of local community members 'knowing' what land is available or suitable is a misnomer that has been indicated by research carried out by Homespace SA, which shows that Travellers are usually unaware of planning restrictions and current/past land use. However, where land is already owned by Travellers, support could be offered to bring these sites forward for planning permission as permanent sites where this is appropriate.

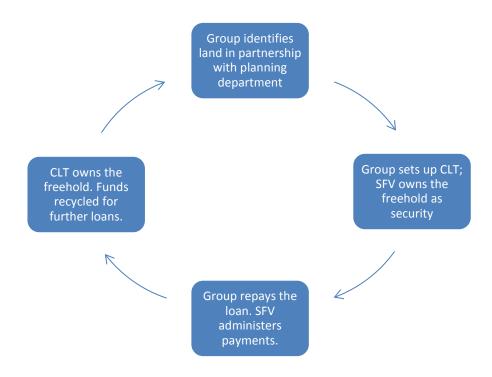
Community Land Trusts

- 11.10 The 2008 Housing and Regeneration Act established Community Land Trusts as an option for local communities to acquire and manage land to address a social, environmental or economic interest.
- 11.11 Community Land Trusts (CLTs) are now emerging as an option to help meet the need for more sites for Gypsies and Travellers (Figure 11.1). This approach has successfully been adopted by Mendip District Council in Somerset, which has committed funding to developing a CLT locally, despite Government cuts in funding.

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11.12 In the Mendip model, the Council has worked with Travellers and community groups to develop a CLT which facilitates Gypsies and Travellers purchasing land at low cost with a loan made available through a specific funding vehicle (SFV). Travellers develop a business plan for their proposal. Land owners are needed to sell small parcels of land for sites; this land cannot be sold for profit but is retained in perpetuity for provision of Traveller site accommodation. To incentivise landowners an upfront deposit is provided. The following diagram illustrates how the model works. A fundamental challenge with this approach is resourcing the model in the absence of Government subsidy; in Mendip the local authority has provided £100,000 to get their scheme off the ground.

Figure 11.1 How does CLT model work?



Planning gain and Exception Sites policy

11.13 Use of planning obligations to deliver sites for Gypsies and Travellers could be explored by the Council. The approach has been used successfully elsewhere. Planning obligations to address Gypsy and Traveller requirements on sites other than trailer parks could also be considered. However, it is important that, where this approach is adopted, regular monitoring takes place to ensure that the requisite pitches are being made available to, and are being used by, Gypsies and Travellers; enforcement action will be necessary where this is not the case.

Good practice in planning for Gypsy and Traveller provision

11.14 There are a number of resources available to local planning authorities to assist them in planning for Gypsy and Traveller provision, including resources from the

Planning Advisory Service (PAS) and the Royal Town Planning Institute (RTPI), which are presented in Appendix B. In addition, the Local Government Agency and Local Government Association have resources available for local authorities working with Gypsy and Traveller communities to identify sites for new provision; these include dedicated learning aids for elected members²¹.

11.15 Work undertaken by PAS²² identified ways in which the planning process can increase the supply of authorised Gypsy and Traveller pitches. The RTPI has developed a series of Good Practice notes for local planning authorities. Both are summarised at Appendix B.

²¹ I&DeA (now Local Government Agency) local leadership academy providing Gypsy and Traveller sites

²² PAS spaces and places for gypsies and travellers how planning can help

Recommendations for meeting pitch requirements

To enable the Council to meet the identified pitch requirement it is recommended that consideration is given to the following:

- That, where appropriate, the Council works collaboratively with neighbouring local planning authorities to meet identified need;
- That mechanisms are established to enable effective engagement with both settled and Traveller communities about identifying future sites;
- That existing sites are reviewed to ascertain the scope for extension and increasing the number of pitches available;
- That appropriate sites are identified to meet requirements;
- That needs are monitored on an on-going basis;
- That options to secure provision of pitches through planning gain and exception sites are explored;
- That the use of CLTs to meet needs is explored;
- That consideration is given to disposal of publicly owned land to meet pitch requirements;
- That consideration is given as to the ways in which Gypsies and Travellers can be supported through the planning application process;
- That a key point of contact is identified for the Authorities to deal with all matters relating to Gypsy and Travellers;
- That key stakeholders are kept up-to-date and fully briefed on progress;
- That resources are identified to develop a proactive communications strategy, starting with dissemination of these research findings, to enable positive media coverage of Gypsy and Traveller issues; and
- That, where necessary, training is provided for staff and elected members to promote better cultural understanding, counter prejudice and aid communication.

Tackling wider service and support needs

11.16 The vast majority of respondents have access to doctors and dentists, with most respondents registered with a doctor. Uptake of other services is more limited. Consideration needs to be given to the ways in which the Council and other statutory agencies engage with Traveller communities that struggle with high levels of illiteracy and social exclusion. Attendance at meetings, especially in local authority offices, is not to be expected. The only way to achieve an effective, meaningful and on-going dialogue with Gypsy and Traveller communities is to invest time and resources in this, either directly or by working in partnership with an appropriate community group or organisation. It is possible

to make information available to Travellers in a number of different ways (see Appendix B for more information on good practice in planning for Gypsy and Traveller provision) and these methods need to be adopted as standard practice when working with Traveller communities.

Recommendations for tackling wider service and support needs

To enable the Council to tackle wider service and support needs it is recommended that consideration is given to the following:

- That, in line with the best practice set out within this chapter, the Council reviews how it engages with Gypsy and Traveller communities locally, and develops new methods of long-term, on-going engagement;
- Provision of additional support to Gypsy and Traveller communities to enable them to better access services and support;
- That the Council liaises with local colleges and schools to identify opportunities to support and facilitate ways to improve literacy amongst Gypsy and Traveller communities; and
- Continue to work with healthcare professionals to improve health outcomes for Gypsies and Travellers, including working to improve property conditions, which adversely impact upon the health of those living on pitches on sites.

Concluding comments

11.17 The overarching purpose of this study has been to identify the accommodation requirements of Gypsies and Travellers across South Staffordshire. An overall shortfall of pitches has been identified (see Table 6.1) which needs to be addressed. It is also recommended that this evidence base is refreshed on a regular basis to ensure that the level of pitch provision remains appropriate for the Gypsy and Traveller population across the District.

Appendix A: Legislative Background

Overall approach

- A.1 Between 1960 and 2003, three Acts of Parliament had a major impact upon the lives of Gypsies and Travellers. The main elements of these are summarised below.
- A.2 The **1960 Caravan Sites and Control of Development Act** enabled Councils to ban the siting of caravans for human occupation on common land, and led to the closure of many sites.
- A.3 The Caravan Sites Act 1968 (Part II) required local authorities 'so far as may be necessary to provide adequate accommodation for Gypsies residing in or resorting to their area'. It empowered the Secretary of State to make designation orders for areas where he (sic) was satisfied that there was adequate accommodation, or on grounds of expediency. Following the recommendations of the Cripps Commission in 1980, provision began to grow rapidly only after the allocation of 100% grants from central government. By 1994 a third of local authorities had achieved designation, which meant that they were not required to make further provision and were given additional powers to act against unauthorised encampments. The repeal of most of the Caravan Sites Act under the Criminal Justice and Public Order Act in 1994 led to a reduction in provision, with some sites being closed over a period in which the Gypsy and Traveller population was increasing.

A.4 The **1994 Criminal Justice and Public Order Act** (CJ&POA):

- Repealed most of the 1968 Caravan Sites Act;
- Abolished all statutory obligation to provide accommodation;
- Discontinued government grants for sites; and
- Under Section 61 made it a criminal offence to camp on land without the owner's consent.
- A.5 Since the CJ&POA the only places where Gypsies and Travellers can legally park their trailers and vehicles are:
 - Council Gypsy caravan sites; by 2000 nearly half of Gypsy caravans were accommodated on council sites, despite the fact that new council site provision stopped following the end of the statutory duty;
 - Privately owned land with appropriate planning permission; usually owned by Gypsies or Travellers. Such provision now accommodates approximately a third of Gypsy caravans in England; and
 - Land with established rights of use, other caravan sites or mobile home parks by agreement or licence, and land required for seasonal farm workers (under site licensing exemptions).
- A.6 By the late 1990s the impact of the 1994 Act was generating pressure for change on both local and national government. There was a major review of law and policy, which included:

- A Parliamentary Committee report (House of Commons 2004).
- The replacement of Circular 1/94 by Circular 1/2006 (which has since been cancelled and replaced by the Planning policy for traveller sites 2012).
- Guidance on accommodation assessments (ODPM 2006).
- The Housing Act 2004 which placed a requirement (s.225) on local authorities to assess Gypsy and Traveller accommodation needs.
- A.7 More recent legislation with a direct impact on the lives of Gypsies and Travellers includes the Housing Act 2004 and the Planning and Compulsory Purchase Act 2004.
- A.8 **Section 225: Housing Act 2004** imposes duties on local authorities in relation to the accommodation needs of Gypsies and Travellers:
 - Every local housing authority must as part of the general review of housing needs in their areas under section 8 of the Housing Act 1985 assess the accommodation needs of Gypsies and Travellers residing in or resorting to their district;
 - Where a local housing authority are required under section 87 of the Local Government Act 2003 to prepare a strategy to meet such accommodation needs, they must take the strategy into account in exercising their functions;
 - A local housing authority must have regard to section 226 ('Guidance in relation to section 225') in:
 - o carrying out such an assessment, and
 - o preparing any strategy that they are required to prepare.
- A.9 The Planning and Compulsory Purchase Act 2004 set out to introduce a simpler and more flexible planning system at regional and local levels. It also introduced new provisions which change the duration of planning permissions and consents, and allow local planning authorities to introduce local permitted development rights using 'local development orders'. It made the compulsory purchase regime simpler, fairer and quicker, to support major infrastructure and regeneration initiatives.
- A.10 The Act introduced major changes to the way in which the planning system operates. Local planning authorities are required to prepare a Local Development Framework, which was subsequently amended to a Local Pan document with the introduction of the National Planning Policy Framework in March 2012.
- A.11 Part 8 of the Act contains a series of measures to reform the compulsory purchase regime and make it easier for local planning authorities to make a case for compulsory purchase orders where it will be of economic, social or environmental benefit to the area. This section also brings in amended procedures for carrying out compulsory purchase orders, including a widening of the category of person with an interest in the land who can object, and deals with ownership issues and compensation.
- A.12 The Localism Act 2011 introduced a number of reforms, including changes to planning enforcement rules, which strengthen the power of local planning authorities to tackle abuses of the planning system. The changes give local

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planning authorities the ability to take actions against people who deliberately conceal unauthorised development, and tackle abuses of retrospective planning applications. The Act also introduced the Duty to Co-operate which applies to the provision of Gypsy and Traveller sites; the Duty aims to ensure that neighbouring authorities work together to address issues such as provision of sites for Gypsies and Travellers in a planned and strategic way.

- A.13 Statutory Instrument 2013 No 830 Town and Country planning Act, England (Temporary Stop Notice) (England) (Revocation) Regulations 2013 came into force on 4th May 2013. This Instrument revoked the regulations governing Temporary Stop Notices, which were in place to mitigate against the disproportionate impact of Temporary Stop Notices on Gypsies and Travellers in areas where there was a lack of sufficient pitches to meet the needs of the Travelling community.
- A.14 **Ministerial Statement 1st July 2013 by Brandon Lewis**²³ highlighted the issue of inappropriate development in the green belt and revised the appeals recovery criteria issued on 30th June 2008 to enable an initial six month period of scrutiny of Traveller site appeals in the green belt. This is so that the Secretary of State can assess the extent to which the National policy 'Planning policy for traveller sites' is meeting the Government's stated policy intentions. A number of appeals have subsequently been recovered. The Statement also revoked the practice guidance on 'Diversity and equality in planning'²⁴, deeming it to be outdated; the Government does not intend to replace this guidance.

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²³ https://www.gov.uk/government/speeches/planning-and-travellers

²⁴ ODPM Diversity and Equality in Planning: A good practice guide 2005

Appendix B: Policy and Guidance

Introduction

B.1 As part of this research, we have carried out a review of literature, which is presented in this Appendix. A considerable range of guidance documents has been prepared by Central Government to assist local authorities discharge their strategic housing and planning functions. In addition there is considerable independent and academic research and guidance on these issues; some of the key documents are summarised here. The documents are reviewed in order of publication date.

B.2 A Decent Home: Definition and Guidance for Implementation Update, DCLG, June 2006

Although not primarily about the provision of caravan sites, facilities or pitches, the June 2006 updated CLG guidance for social landlords provides a standard for such provision. The guidance is set out under a number of key headings:

- Community-based and tenant-led ownership and management
- Delivering Decent Homes Beyond 2010
- Delivering mixed communities
- Procurement value for money
- Housing Health and Safety

The guidance defines four criteria against which to measure the standard of a home:

- It meets the current statutory minimum standard for housing
- It is in a reasonable state of repair
- It has reasonably modern facilities and services
- It provides a reasonable degree of thermal comfort

B.3 Guide to Effective Use of Enforcement Powers - Part 1: Unauthorised Encampments, ODPM, 2006

The Guide is the Government's response to unauthorised encampments which cause local disruption and conflict. Strong powers are available to the police, local authorities and other landowners to deal with unauthorised encampments. It provides detailed step-by-step practical guidance to the use of these powers, and sets out advice on:

- Choosing the most appropriate power;
- Speeding up the process;
- Keeping costs down;
- The eviction process;
- Preventing further unauthorised camping.

B.4 Common Ground: Equality, good race relations and sites for Gypsies and Irish Travellers, Commission for Racial Equality, May 2006

This report was written four years after the introduction of the statutory duty on public authorities under the Race Relations (Amendment) Act to promote equality of opportunity and good race relations and to eliminate unlawful racial discrimination. The CRE expressed concerns about relations between Gypsies and Irish Travellers and other members of the public, with widespread public hostility and, in many places, Gypsies and Irish Travellers leading separate, parallel lives. A dual concern about race relations and inequality led the Commission in October 2004 to launch the inquiry on which this report was based.

The Report's recommendations include measures relating to central government, local authorities, police forces and the voluntary sector. Among those relating to central government are:

- developing a realistic but ambitious timetable to identify land for sites, where necessary establishing them, and making sure it is met,
- developing key performance indicators for public sites which set standards for quality and management that are comparable to those for conventional accommodation.
- requiring local authorities to monitor and provide data on planning applications, outcomes and enforcement, and on housing and homelessness by racial group, using two separate categories for Gypsies and Irish Travellers,
- requiring police forces to collect information on Gypsies and Irish Travellers as two separate ethnic categories.

Strategic recommendations affecting local authorities include:

- developing a holistic corporate vision for all work on Gypsies and Irish Travellers,
- reviewing all policies on accommodation for Gypsies and Irish Travellers,
- designating a councillor at cabinet (or equivalent) level, and an officer at no less than assistant director level, to coordinate the authority's work on all sites,
- emphasising that the code of conduct for councillors applies to their work in relation to all racial groups, including Gypsies and Irish Travellers,
- giving specific advice to Gypsies and Irish Travellers on the most suitable land for residential use, how to prepare applications, and help them to find the information they need to support their application,
- identifying and reporting on actions by local groups or individuals in response to plans for Gypsy sites that may constitute unlawful pressure on the authority to discriminate against Gypsies and Irish Travellers,
- monitoring all planning applications and instances of enforcement action at every stage, by type and racial group, including Gypsies and Irish Travellers, in order to assess the effects of policies and practices on different racial

groups.

Among other recommendations, the Report states that police forces should

- include Gypsies and Irish Travellers in mainstream neighbourhood policing strategies, to promote race equality and good race relations,
- target individual Gypsies and Irish Travellers suspected of anti-social behaviour and crime on public, private and unauthorised sites, and not whole communities,
- treat Gypsies and Irish Travellers as members of the local community, and in ways that strengthen their trust and confidence in the police,
- provide training for all relevant officers on Gypsies' and Irish Travellers' service needs, so that officers are able to do their jobs more effectively,
- review formal and informal procedures for policing unauthorised encampments, to identify and eliminate potentially discriminatory practices, and ensure that the procedures promote race equality and good race relations.
- review the way policy is put into practice, to make sure organisations and individuals take a consistent approach, resources are used effectively and strategically, all procedures are formalised, and training needs are identified.

Other recommendations relate to Parish and Community councils the Local Government Association, the Association of Chief Police Officers and the voluntary sector.

B.5 Guidance on Gypsy and Traveller Accommodation Needs Assessments, DCLG, October 2007

This Guidance sets out a detailed framework for designing, planning and carrying out Gypsy and Traveller accommodation needs assessments. It includes the needs of Showpeople. It acknowledges that the housing needs of Gypsies and Travellers are likely to differ from those of the settled community, and that they have hitherto been excluded from accommodation needs assessments.

The guidance stresses the importance of understanding accommodation needs of the whole Gypsy and Traveller population; and that studies obtain robust data. It recognises the difficulty of surveying this population and recommends the use of:

- Qualitative methods such as focus groups and group interviews;
- Specialist surveys of those living on authorised sites that are willing to respond; and
- Existing information, including local authority site records and the twice yearly caravan counts.
- The guidance recognises that there are challenges in carrying out these assessments, and accepts that while the approach should be as robust as possible it is very difficult to exactly quantify unmet need.

B.6 CLG Designing Gypsy and Traveller Sites Good Practice Guide, May 2008

The Guide attempts to establish and summarise the key elements needed to design a successful site. In particular, the guidance intends to assist:

- Local authorities or Registered Providers looking to develop new sites or refurbish existing sites;
- Architects or developers looking to develop sites or refurbish existing sites;
 and
- Site residents looking to participate in the design/refurbishment process.

B.7 The National Planning Policy Framework, March 2012

The National Planning Policy Framework (NPPF) came into effect in March 2012 and sets out the Government's planning policies for England. It condenses previous guidance and places a strong emphasis on 'sustainable development'. It provides more focussed guidance on plan-making and refers to 'Local Plans' rather than Local Development Frameworks or Development Plan Documents. Despite the difference in terminology, it does not affect the provisions of the 2004 Act which remains the legal basis for plan-making.

B.8 Planning policy for traveller sites, March 2012

In March 2012 the Government also published Planning policy for traveller sites, which together with the NPPF replaces all previous planning policy guidance in respect of Gypsies and Travellers. The policy approach encourages provision of sites for Gypsies and Travellers where there is an identified need, to help maintain an appropriate level of supply. The policy also encourages the use of plan making and decision taking to reduce unauthorized developments and encampments.

B.9 Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers, April 2012

In April 2012 the Government published a Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers, which summarised progress in terms of meeting 'Government commitments to tackle inequalities and promote fairness for Gypsy and Traveller communities." The report covers 28 measures from across Government aimed at tackling inequalities, these cover:

- Improving education outcomes;
- Improving health outcomes;
- Providing appropriate accommodation;
- Tackling hate crime;
- Improving interaction with the National Offender Management Service;
- Improving access to employment and financial services; and
- Improving engagement with service providers.

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²⁵ www.communities.gov.uk/news/corporate/2124322

B.10 Dealing with illegal and unauthorised encampments: a summary of available powers, CLG August 2012

This guidance note summarises the powers available to local authorities and landowners to remove encampments from both public and private land. Powers available to local authorities being:

- Injunctions to protect land from unauthorised encampments;
- Licensing of caravan sites;
- Tent site licences;
- Possession orders;
- Interim possession orders;
- Local byelaws;
- Power of local authorities to direct unauthorised campers to leave land;
- Addressing obstructions to the public highway;
- Planning contravention notice;
- Temporary stop notice;
- Enforcement notice and retrospective planning;
- Stop notice;
- Breach of condition notice; and
- Powers of entry onto land.
- B.11 Statutory Instrument 2013 No.830 Town and Country Planning (Temporary Stop Notice) (England) (Revocation) Regulations 2013: Made on 11th April 2013 and laid before Parliament on 12th April 2013 this Instrument revoking the regulations applying to Temporary Stop Notices (TSNs) in England came into force on 4th May 2013. The regulations were originally introduced to mitigate against the likely disproportionate impact of TSNs on Gypsies and Travellers in areas where there is a lack of sites to meet the needs of the Travelling community. Under the regulations, TSNs were prohibited where a caravan was a person's main residence, unless there was a risk of harm to a serious public interest significant enough to outweigh any benefit to the occupier of the caravan. Under the new arrangements Local Planning Authorities are to determine whether the use of a TSN is a proportionate and necessary response.
- B.12 PAS spaces and places for Gypsies and Travellers: how planning can help PAS list the following as key to successful delivery of new provision:
 - Involve Gypsy and Traveller communities: this needs to happen at an early stage, innovative methods of consultation need to be adopted due to low levels of literacy and high levels of social exclusion within Gypsy and Traveller members of the Gypsy and Traveller community as trained interviewers on Accommodation Assessments (Cambridgeshire, Surrey, Dorset and Leicestershire). Other good practice examples include distribution of material via CD, so that information can be 'listened to' as opposed to read. The development of a dedicated Gypsy and Traveller Strategy is also seen to be

good practice, helping agencies develop a co-ordinated approach and so prioritise the issue. The report also recommends the use of existing Gypsy and Traveller resources such as the planning guide published in Traveller's Times, which aims to explain the planning process in an accessible way to members of the Gypsy and Traveller community. As well as consulting early, PAS also flags the need to consult often with communities;

- Work collaboratively with neighbouring authorities to address the issues and avoid just 'moving it on' to a neighbouring local authority area. With the new duty to cooperate established within the NPPF, working collaboratively with neighbouring local authorities has never been more important. Adopting a collaborative approach recognises that local authorities cannot work in isolation to tackle this issue;
- **Be transparent**: trust is highly valued within Gypsy and Traveller communities, and can take a long time to develop. The planning system needs to be transparent, so that members of the Gypsy and Traveller community can understand the decisions that have been taken and the reasoning behind them. PAS states that 'ideally council work in this area should be led by an officer who is respected both within the Council and also within Gypsy and Traveller communities: trust is vital and can be broken easily. ²⁶, Local planning authorities also need to revisit their approach to development management criteria for applications for Gypsy and Traveller sites 'to ensure that criteria make it clear what applications are likely to be accepted by the council. Authorities need to ensure that these are reasonable and realistic. Transparent and criteria-based policies help everyone to understand what decisions have been made and why.' ²⁷ Kent and Hertsmere councils are listed as examples of good practice in this regard.
- Integration: accommodation needs assessments need to be integrated into the Local Plan evidence base, with site locations and requirements set out within specific Development Plan Documents (DPDs); dedicated Gypsy and Traveller DPDs are advocated as a means of ensuring that the accommodation needs of Gypsies and Travellers are fully considered and addressed within the local planning process; and
- Educate and work with councillors: members need to be aware of their responsibilities in terms of equality and diversity and 'understand that there must be sound planning reasons for rejecting applications for Gypsy and Traveller sites'28. It is helpful for members to understand the wider benefits of providing suitable accommodation to meet the requirements of the Gypsy and Traveller community, such as:
 - An increase in site provision;
 - Reduced costs of enforcement; and
 - Greater community engagement and understanding of community need.

²⁶ PAS spaces and places for gypsies and travellers how planning can help page 8

²⁷ PAS spaces and places for gypsies and travellers how planning can help page 8 & 14

²⁸ PAS spaces and places for gypsies and travellers how planning can help page 10

B.13 RTPI Planning for Gypsies and Travellers

The RTPI has developed a series of Good Practice notes for local planning authorities 'Planning for Gypsies and Travellers'; the notes cover four key areas:

- Communication, consultation and participation;
- Needs assessment;
- Accommodation and site delivery; and
- Enforcement.

Whilst the notes were developed prior to the NPPF and the introduction of the new Planning policy for traveller sites, they remain relevant, and it is worth considering some of the papers' key recommendations.

In terms of **communication, consultation and participation** the RTPI highlight the following good practice:

- **Define potentially confusing terminology** used by professionals working in the area:
- Use appropriate methods of consultation: oral exchanges and face-to-face dealings are essential to effectively engage with Gypsy and Traveller communities, whilst service providers tend to use written exchanges;
- Consultees and participants need to be involved in the entire plan making process; this includes in-house participants, external organisations, Gypsy and Traveller communities, and settled communities. The RTPI concludes that:
 - 'Local authorities should encourage Gypsy and Traveller communities to engage with the planning system at an early stage. However, they may request other agencies that have well-established relationships with members of Gypsy and Traveller communities to undertake this role.' and
 - 'In the past, settled communities have often only become aware of the intention to develop Gypsy and Traveller accommodation when the local authority issues a notice or consultation. ... cultivating the support of the settled community for the development of sites should start as soon as possible. ... There is a sound case for front-loading and sharing information with small groups in the [settled] community, rather than trying to manage large public gatherings at the start of the process. Again, it may be beneficial for the local authority to work in partnership with organisations with established links in the community. The settled community is not a homogeneous whole. There will be separate groups with different perceptions and concerns, which the local authority must take account of.'29
- Dialogue methods: the RTPI correctly identify that the experience of many Gypsies and Travellers of liaising with both public sector agencies and the settled community is both frightening and negative. As a result 'there should be no expectation that Gypsies and Travellers will participate in open meetings. Stakeholders should investigate suitable methods of bringing

²⁹ RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part A page 8

together individuals from the respective communities in an environment that will facilitate a constructive exchange of information and smooth the process of breaking down animosity and hostility.'30 The use of public meetings is discouraged, and the use of organisations with experience of working within both Gypsy and Traveller, and settled communities encouraged – advice and support groups, assisted by the latter, holding regular local meetings can be an effective means of engaging constructively with both communities. Representatives from these groups can also be included on appropriate forums and advisory groups. The location and timing of meetings needs to be carefully considered to maximise participation, with a neutral venue being preferable.

- The media has an important role to play in facilitating the delivery of sites locally, with past reporting being extremely damaging. Positive media liaison is important and requires:
 - A single point of contact with the local authority;
 - A liaison officer responsible for compilation and release of briefings, and for building positive relationships with editors, journalists, radio and television presenters;
 - All stakeholders to provide accurate and timely briefings for the liaison officer;
 - Provision of media briefings on future activities;
 - Officers to anticipate when and where the most sensitive and contentious issues will arise and use of a risk assessment to mitigate any negative impact;
 - Use of the media to facilitate engagement with both settled and Gypsy and Traveller communities; and
 - Stakeholders to provide politicians with clear, accurate and comprehensive briefings.
- On-going communication, participation and consultation are important.
 The continued use of the most effective methods of engagement once an initiative is completed ensures the maximum use of resources:
 - 'The delivery of some services, such as the identification of sites in development plan documents, is the end of one process and the start of another. The various committees and advisory groups established to participate in the process of site identification and the accommodation needs assessment will have considerable background information and expertise embedded in their membership. This will prove useful in the management and monitoring of subsequent work. ... Whilst on-going engagement with all service users is important, it is especially important

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³⁰ RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part A page 13

with regard to Gypsies and Travellers, given their long history of marginalisation.'31

Whilst the RTPI's Good Practice Note Planning for Gypsies and Travellers predates the NPPF, the principles that it establishes at Part C remain largely relevant in terms of the role of local plan making. The Note advises that whilst the use of the site specific DPDs to identify sites for Gypsy and Traveller accommodation may seem less divisive, subsequent to identification of sufficient sites to meet identified demand, local planning authorities should seek to integrate provision for Gypsies and Travellers within their general housing strategies and policies. Early involvement of stakeholders, the community and special interest groups will help achieve a consensus.

However, the RTPI point out that, due to the contentious nature of Gypsy and Traveller provision, the use of a criteria based approach to the selection of development sites is unlikely to be successful 'in instances where considerable public opposition to the development might be anticipated.' The paper concludes that it is not appropriate to rely solely on criteria as an alternative to site allocations where there is an identified need for the development.'³²

The RTPI advocate adopting a pragmatic approach, whereby local planning authorities work with the Gypsy and Traveller communities within their areas to identify a range of potentially suitable sites:

• 'The local authority and Gypsy and Traveller communities are both able to bring forward their suggested sites during this process, and the distribution and location of transit as well as permanent sites can be covered. The practicable options would then go forward for discussion with the local community, interest groups, and other stakeholders before the selection of preferred sites is finalised. The advantages of this approach are its transparency and the certainty it provides both for Gypsies and Travellers and for settled communities.'33

The RTPI also advocates the use of supplementary planning guidance to provide additional detail on policies contained within a Local Plan; in terms of Gypsies and Travellers this could include:

- Needs assessment evidence base:
- · Design principles; and
- A design brief for the layout of sites.

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³¹ RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part A page 18

³² RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part C page 11

³³ RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part C page 11

Appendix C: Fieldwork Questionnaire

South Staffordshire Gypsy and Traveller Survey Introduction

I am an independent researcher doing a study on the accommodation needs of Gypsies and Travellers. This work is being conducted on behalf South Staffordshire Council. I don't work for the Council but they have asked me to do this study.

We want to find out:

- What sort of homes sites/yards and houses –
 Gypsies, Travellers and travelling Showpeople need.
- What you think of existing sites, yards and homes
- Whether you think new permanent and temporary sites/yards are needed
- Whether you travel and if so whether you've had problems while travelling
- What you think about the costs of your homes houses, yards and sites
- What other services you feel you need to support you

If 'No' carry on with introduction

Do you have time to talk with me about these things – it will take about 40 minutes?

Your answers are completely confidential – I won't use your name in any report that I write and no one will be able to trace any answer back to you. You don't have to answer everything - if you don't want to answer any particular questions, just tell me to skip them.

[For most answers, check the boxes most applicable or fill in the blanks.]

Interview details

Attach label with interviewer details and URN

Date and time		

Interviewed before?

- 1. Have you been interviewed for this survey before (you would have received a pen like this)?
 - If 'Yes' and in same location as previous interview, politely decline interview and find new respondent.
 - If 'Yes' on roadside and in different location from previous interview carry on with introduction

Location (site name and address)

Type: Unauthorised Encampment / Unauthorised Development / Caravan in Garden / Local Authority Site / Private Site / House

No. of separate **respondent** self identified households living on pitch [this is to be added to site census sheets after all interviews completed]

- 1. [] 1 2. [] 2 3. [] 3
- 5. [] 5 or more

Home base

1a. Do you usually live here?

- 1. [] Yes
- 2. [] No

1b. Do you have any other home bases?

- 1. [] Yes
- 2. [] No

1c. What type of home is it? (Select only one.)

- 1. Trailer or wagon
- 2. [] Chalet/mobile home (or similar)
- 3. [] House
- 4. Bungalow
- 5. [] Flat
- 6. Sheltered housing
- 7 Dther [please state]:

1d. How much time do you spend there? (Select only one.)

- 1. [] up to 1 month a year
- 2. Over 1 and up to 2 months a year
- 3. Over 2 and up to 3 months a year
- 4. Over 3 and up to 4 months a year
- 5. Over 4 and up to 5 months a year
- 6. [] 5 months or over a year

- 2. Why do you live here? (Select all that apply.)
 1. [] Close to family and friends
 2. [] Near to place of work
 3. [] Nowhere else that is suitable
 4. [] Choose to travel
 5. [] Other [please state]
- 3. How long have you lived here? (Select only one.)
 - 1. [] up to 1 year
 - 2. [] Over 1 and up to 2 years
 - 3. Over 2 and up to 3 years
 - 4. [] Over 3 and up to 4 years
 - 5. Over 4 and up to 5 years
 - 6. 5 years or over

4. What do you normally live in?
(Select only one.)
1. [] Trailer or wagon - go to Q 8
2. [] Chalet/mobile home (or similar) - go to Q 8
3. [] House
4. [] Bungalow
5. [] Flat
6. [] Sheltered housing
7 [] Other [please state]:

5. Are you happy with your home or would you prefer to live in a trailer, wagon or chalet? (Select only one.)	8. Do you rent or own the home where you normally live? (Select only one.)1. Rent from Council
 [] Happy with house [] Prefer caravan [] Prefer wagon [] Prefer chalet 	 2. [] Rent privately 3. [] Rent from Housing Association 4. [] Own home - 5. [] Other [please state]:
6. Why do you feel like this?	9. Do you own or rent the land you live on? (Select only one.) 1. Dwn land where trailer/wagon is normally located (with planning permission)
	2. [] Own land where trailer/caravan is normally located (no planning permission) 3. [] Own land where trailer/wagon is normally located seeking planning permission
7. If you are living in bricks and mortar accommodation, would you like to move to a site if this was an option? 1. [] Yes 2. [] No	 4. [] Rent pitch from Council 5. [] Rent pitch privately (with planning permission) 6. [] Rent pitch privately (no planning permission) 7. [] Other [please state]

10. How satisfied are you with your home? (Select only one.)

1. Very Satisfied

2. Satisfied

3. [] Neither Satisfied nor Dissatisfied

4. Dissatisfied

5. Very Dissatisfied

11. [ONLY FOR PEOPLE LIVING ON SITES/YARDS]

What is provided on your pitch? (Select all that apply.)

1. [] slab

2. [] shed

3. kitchen

4. [] laundry

5. [] laundry drying area

6. bath

7. [] shower

8. Toilet

9. [] living room

10. [] mains water

11. [] mains sewerage

12. [] mains electric

13. gas supply

14. Other [please state]

12. [ONLY FOR PEOPLE LIVING ON SITES/YARDS]	14. Are these all occupied?
What would you like to see provided for your use on the site/yard where you live?	1. [] Yes
(Select all that apply.)	2. [] No
1. [] amenity block	3. Don't know
2. [] toilets	15a. If no, how many pitches are vacant?
3. [] showers	[]
4. [] laundry	L J
5. [] car parking	15b. How long have these been empty? If more than one vacant pitch please comment on the one that has been
6. [] space for storing loads	vacant for the longest time.
7. [] play area	4 []
8. [] communal meeting area	1. [] up to 1 year
9. Dther <i>[please state]:</i>	2. [] 1 to 2 years
	3. [] 2 to 3 years
NEW QUESTIONS:	4. [] 3 to 4 years
[ALL ONLY FOR PEOPLE LIVING ON SITES/YARDS]	5. [] 4 to 5 years
13. How many pitches are there currently on the site where you are living?	6. Dover 5 years
	16. In your opinion, is there capacity for further development in the site on which you live to incorporate new pitches?1. [] Yes
	2. No

17. If yes, how many new pitches?	are these and how much space is there to potentially develop?
18a. Do you have options for land surrounding the site? 1. [] Yes If 'Yes' please go to Q18b 2. [] No If 'No' please go to Q18c	
18b. If you do have options for land around the site where are these and how much space is there to potentially develop?	18e. Do you have any other comments about the capacity of the site you are currently living on?
18c. Do you have an option(s) for a new site? 1. [] Yes If 'Yes' please go to Q18d 2. [] No If 'No' please go to Q18e	19. Do you think your home is overcrowded? (Select only one.) 1. [] Yes 2. [] No

If yes, please tell us in what way the home is overcrowded (i.e. number of caravans/households livin	22. How would you describe the state of repair of your ng home? (Select only one.)				
on pitch)	1. [] Very Good				
	2. [] Good				
	3. Neither Good nor Poor 4. Poor				
	5. [] Very Poor				
21. What repairs or improvements, if any, are needed to your home? (Select all that apply.) 1. [] none 2. [] more space on pitch	23. Do you feel you have enough space: a) for your trailers, wagons, horse boxes, vehicles and loads? Yes 1. No 2. No 2. Short relevant? Yes 1. No 2. Not relevant 3. Short relevant? Yes 1. No 2. Not relevant 3. Short relevant?				
3. [] slab/drive 4. [] roof	Yes 1. No 2. Not relevant 3.				
5. [] doors/windows	24. Do you have to share any of the following facilities with another household? (Select all that apply.)				
6. kitchen facilities	1. [] Bathroom				
7. Dathroom facilities	2. [] Toilet				
8. Dther <i>[please state]:</i>	3. [] Kitchen				
	4. [] Laundry				

25. How many be you have?Number:26. How much do water, heating and ground re	es y	your I	nome c	 cluding	29. Is	ho Wa	ere anything else you would like to add about you ome base? [Prompt: safety, views about ardens on sites, management, maintenance sues, living conditions)
Please state	e an	noun	t		Neig	jhk	oourhood and local services
27. How much of housing bei	•		_	 overed by	00. 1		satisfied are you with the location of your home?
1. [] None					1.] Very Satisfied
2. [] Part					2.		Satisfied
3. [] All					3.		Neither Satisfied nor Dissatisfied
28. How do you fi	ind t	he co	ost of :		4.		Dissatisfied
OK			t OK		5.] Very Dissatisfied
a. Electricity 1]	2]				
b. Gas 1]	2]				
c. Oil 1]	2]				
d. Water 1]	2]				

31. How happy are you with the neighbourhood?
(Select only one.)
1. [] Very Happy
2. [] Happy
3. [] Neither happy nor unhappy
4. [] Unhappy
5. [] Very unhappy
32. Do you feel safe in this neighbourhood? (Select only one.)1. [] Yes2. [] No

33. Please say if being near to the following is important, slightly important or not important to you? (please pick one for each of the following)

	Important	Slightly Important	Not important	
a) Primary schools	1 []	2 []	3 []	
b) Secondary schools	1 []	2 []	3 []	
c) Doctors	1 []	2 []	з[]	
d) Pubs	1 []	2 []	з[]	
e) Shops	1 []	2 []	3 []	
f) Public Transport	1 []	2 []	3 []	
g) Main roads	1 []	2 []	3 []	

about your neighbourhood? [Prompt - how do you find local people, shops, problems with the environment etc.?]

34. Is there anything else that you would like to tell us

Housing History

35. Where did you live before you came here (or moved to your existing home)?

1. Please state town/district _____

2. Travelling all the time (no permanent home) - **go to Q40**

3. [] Homeless - *go to Q 40*

36. How long did you live there? (Select only one.)

- 1. [] up to 1 year
- 2. [] 1 to 2 years
- 3. [] 2 to 3 years
- 4. [] 3 to 4 years
- 5. [] 4 to 5 years
- 6. Over 5 years

37. What kind of home did you have there? (Select only one.)

- 1. Trailer or wagon
- 2. [] Chalet/mobile home (or similar)
- 3. House
- 4. Bungalow
- 5. [] Flat
- 6. Sheltered
- 7. Dther *[please*

state]_____

38. Why did you leave that place?

39. How many times have you moved in the last 2 years

Number:

Or [] b. Travelled for the whole time

Travelling

40. In the last year,	have you travelled?
(Select only one.)

- 1. [] Yes
- 2. No go to Q44
- 41. How many days or weeks do you normally travel every year?

(Select only one.)

- 1. No more than thirteen days
- 2. 2 to 4 weeks (or one month)
- 3. [] 5 to 8 weeks (or 2 months)
- 4. [] 9 to 12 weeks (or 3 months)
- 5. [] 13 to 26 weeks (or 6 months)
- 6. Over 6 months but less than 10 months
- 7. Over 10 months but less than 12 months
- 8. All year

42. Where would you normally go when you are travelling, when and why? And what is the main route you would take to get there (please specify main roads taken/towns passed through)

Location	Month	Reason	Route
a.			
b.			
C.			
d.			

		at problems do you have while travelling? ct all that apply.)
1.		No places to stop over
2.		Closing of traditional stopping places
3.		Abuse, harassment or discrimination
4.		Lack of toilet facilities
5.		No water facilities
6.		Problems with rubbish collection
7.		Police behaviour
8.		Enforcement officer behaviour
9.		Behaviour of other travellers
10.		Other [please state]:
(Tio	ck all	that apply)
44	Tran	osit sites are intended for short-term use v

44. Transit sites are intended for short-term use while in transit. Sites are usually permanent and authorised, but there is a limit on the length of time residents can stay. Is there a need for transit sites in South Staffordshire?

1. [] Yes
 2. [] No

45. If yes, where should the transit site(s) be located? (Select all that apply.)

Acton Trussell, Bednall & Teddesley Hay	1
Bilbrook	2
Blymhill & Weston under Lizard	3
Bobbington	4
Brewood & Coven	5
Cheslyn Hay	6
Codsall	7
Dunston with Coppenhall	8
Enville	9
Essington	10
Featherstone & Brinsford	11
Great Wyrley	12
Hatherton	13
Hilton	14
Himley	15
Huntington	16
Kinver	17
Lapley, Stretton & Wheaton Aston	18
Lower Penn	19
Pattingham & Patshull	20
Penkridge	21
Perton	22
Saredon	23
Shareshill	24
Swindon	25
Trysull & Seisdon	26
Wombourne	27
Other location (please specify)	28

46. Who should manage transit sites? (Select all that apply.)

[] Councils
 [] Registered Social Landlords/Housing Associations
 [] Private (Gypsy/Traveller/Showman)
 [] Private (non-Gypsy or Traveller/Showman)
 [] Other [please state]:

47. Stop-over places are designated temporary camping areas or pitches tolerated by local authorities, used for short-term encampments and sometimes with the provision of temporary toilet facilities, water supplies and refuse collection services. Is there a need for a stopover places in South Staffordshire?

1. [] Yes
 2. [] No

48. If yes, where should the stop over place(s) be located? (Tick all that apply)

Acton Trussell, Bednall & Teddesley Hay	1
Bilbrook	2
Blymhill & Weston under Lizard	3
Bobbington	4
Brewood & Coven	5
Cheslyn Hay	6
Codsall	7
Dunston with Coppenhall	8
Enville	9
Essington	10
Featherstone & Brinsford	11
Great Wyrley	12
Hatherton	13
Hilton	14
Himley	15
Huntington	16
Kinver	17
Lapley, Stretton & Wheaton Aston	18
Lower Penn	19
Pattingham & Patshull	20
Penkridge	21
Perton	22
Saredon	23
Shareshill	24
Swindon	25
Trysull & Seisdon	26
Wombourne	27
Other location (please specify)	28

y do you travel? ect all that apply.)
] Cultural heritage
Personal preference
] Work related
] Visit family/friends
Only way of life I know
Other [please state]

50. Is there anything else that you would like to tell us about your travelling experience, transit sites and/or stopping places?

Advice, support, health and other services

51. Have you used any of the following services in the last year?

(Select all that apply.)

- 1. [] Traveller liaison
- 2. Traveller Education
- 3. Adult education
- 4. Law Centre
- 5. [] Citizens Advice Bureau
- 6. Other welfare rights advice
- 7. Doctor (G.P.)
- 8. Dentist
- 9. Accident and emergency
- 10. [] Health visitors
- 11. [] Social services
- 12. [] Other **[please state]:**

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52. Are you registered with the following (Select all that apply.)1. Doctor2. Dentist	56. Is there anything else that you would like to tell us about your health or health services?
53. Does your home need adapting in any way, for instance to help with mobility around the home? 1. [] Yes 2. [] No 54. If yes, what adaptations are required? e.g. Handrails, Bathroom adaptations Adaptation 1 Adaptation 2 Adaptation 3	 The future 57. In the next five years, is your household: [] Planning to stay where you are based now – go to Q59 [] Plan to move elsewhere - go to Q58 58. If you are planning to move elsewhere, are you planning to move to (select one): [] Another pitch/plot on the same site/yard in a
55. What type of services (other than those you currently receive) would help you with your health care needs?	trailer/wagon go to Q60 2. [] Another pitch/plot on the same site/yard in a chalet/mobile home go to Q60 3. [] Onto another site/yard (if so, where)
	go to Q60 - 4. [] Into bricks and mortar accommodation go to Q59 _ 5. [] From bricks and mortar accommodation onto a site/yard (if so, where?) go to Q60

59. If you are planning to move to bricks and mortar accommodation

modation
u. Where would it be ?
. What type of accommodation?
1. [] House
2. Bungalow
3. [] Flat
4. [] Sheltered/extra care housing
. Would you be renting or buying?
1. [] Rent from Council
2. [] Rent privately
3. [] Rent from Housing Association
4. [] Buy

5. Other

6. [please state]:__

60. How do you think sites should be managed? (Select only one.)

1.]	Councils
	-	-	

2. Private (Gypsy/Traveller/Showman)

3. Private (non-Gypsy/Traveller/Showman)

4. Registered Social Landlords/Housing Associations

5. Other [please state]:_____

61a. Is there a need for a public site(s) in South Staffordshire?

61b. If yes, in which of the following locations? (Tick all that 62a. Is there a need for new permanent sites in South apply)

Staffordshire?

Acton Trussell, Bednall & Teddesley Hay	1
Bilbrook	2
Blymhill & Weston under Lizard	3
Bobbington	4
Brewood & Coven	5
Cheslyn Hay	6
Codsall	7
Dunston with Coppenhall	8
Enville	9
Essington	10
Featherstone & Brinsford	11
Great Wyrley	12
Hatherton	13
Hilton	14
Himley	15
Huntington	16
Kinver	17
Lapley, Stretton & Wheaton Aston	18
Lower Penn	19
Pattingham & Patshull	20
Penkridge	21
Perton	22
Saredon	23
Shareshill	24
Swindon	25
Trysull & Seisdon	26

3.	[]	Yes
4.]	No

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Wombourne

Other location (please specify)

62b. If yes, in which of the following locations? (Tick all that 63a. How many new pitches in South Staffordshire do you think are needed now and in the next 5 years?

Acton Trussell, Bednall & Teddesley Hay	1
Bilbrook	2
Blymhill & Weston under Lizard	3
Bobbington	4
Brewood & Coven	5
Cheslyn Hay	6
Codsall	7
Dunston with Coppenhall	8
Enville	9
Essington	10
Featherstone & Brinsford	11
Great Wyrley	12
Hatherton	13
Hilton	14
Himley	15
Huntington	16
Kinver	17
Lapley, Stretton & Wheaton Aston	18
Lower Penn	19
Pattingham & Patshull	20
Penkridge	21
Perton	22
Saredon	23
Shareshill	24
Swindon	25
Trysull & Seisdon	26
Wombourne	27
Other location (please specify)	28

a. Number now:
b. Number next 5 years:
63b. If a new site/yard were to be developed, ideally how many pitches/plots should there be on it? a. Number:
64. Is there anything else that you want to tell us about the future need for homes and sites for Gypsies and Travellers?

65. Do you have children or grandchildren who want to live
in a similar way to you (e.g. Travelling lifestyle)?
(Select only one.)
[]Yes
[] No

Emerging Families

66a. How many members of your family who are living with you now, if any, are likely or need to move on and set up by themselves in the next five years? [IF POSSIBLE, ASK THOSE WHO ARE LIKELY TO MOVE ON THE 'EMERGING FAMILIES' QUESTIONS DIRECTLY - PLEASE TICK THE APPROPRIATE BOX]

(Select only one.)

- 1. []1
- 2. [] 2
- 3. [] 3
- 4. [] 4

Q66k		✓
1.	Respondent is part of emerging household	
2.	Respondent is not part of emerging household	

67. What type of household (HH) are you (or they) likely to form? (Select only one for each household.)

	HH1 (a)	HH2 (b)	HH3 (c)	HH4 (d)
Single person (under 60 years)	1[]	1[]	1[]	1[]
Single person (60 years and over)	2[]	2[]	2[]	2[]
Lone parent	3[]	3[]	3[]	3[]
Young couple (under 30) with no children	4[]	4[]	4[]	4[]
Young couple (under 30) with child(ren)	5[]	5[]	5[]	5[]
Couple (aged 30-under 60) with no children	6[]	6[]	6[]	6[]
Couple (aged 30-under 60) with children.	7[]	7[]	7[]	7[]
Older Couple (at least one over 60 years)	8[]	8[]	8[]	8[]
Other [please state]:	9[]	9[]	9[]	9[]

68. What would you (or they) want as a permanent base?

	HH1 (a)	HH2 (b)	HH3 (c)	HH4 (d)
Continue to live on current site/yard	1[]	1[]	1[]	1[]
Move to another site/yard	2[]	2[]	2[]	2[]
Move to bricks and mortar accommodation	3[]	3[]	3[]	3[]

69. If planning to move to another location, where would you (they) prefer to live? Please state town/district

HH1_____ HH2____ HH3_____

HH4_____

70. What type of home do you (or do you think they would) want as a permanent base? (Select only one for each household.)

	HH1	(a) HH2 (b	o) HH3 (c) HH4 (d)
Trailer or wagon go to Q71	1[]	1[]	1[]	1[]
Chalet/mobile home or similar	2[]	2[]	2[]	2[]
House - go to Q72	3[]	3[]	3[]	3[]
Bungalow - go to Q72	4[]	4[]	4[]	4[]
Flat - go to Q72	5[]	5[]	5[]	5[]
Sheltered housing go to Q72	6[]	6[]	6[]	6[]
Extra Care Housing – go to Q7	27[]	7[]	7[]	7[]

Interviewer note:

Sheltered housing is usually a group of bungalows or flats and you have your own front door. Schemes usually have a manager/warden to arrange services and are linked to a careline/alarm service

Extra Care housing is designed with the needs of frailer older people in mind. It includes flats, bungalows and retirements villages. You have your own front door. Domestic support and personal care are available.)

71. Which of the following options would you (or do you think they would) prefer? (Select only one.)

HH1 (a) HH2 (b) HH3 (c) HH4 (d)

Rent pitch/plot from Council1 [] 1 [] 1 [] 1 []

Rent pitch/plot privately 2 [] 2 [] 2 [] 2 []

Own land where trailer/caravan is normally located 3 [] 3 [] 3 [] 3 []

Other [please state]: 4 [] 4 [] 4 [] 4 []

72. If in a house, which of the following options would you (or do you think they would) prefer? (Select only one.)

Own house 4[] 4[] 4[] 4[]

Other [please state]: 5[] 5[] 5[]

73. Do you (or do you think they will) want to travel for some time of the year? (Select only one.)

HH1 (a) HH2 (b) HH3 (c) HH4 (d)

Yes1[] 1[] 1[] 1[]

No 2[] 2[] 2[] 2[]

Your Household

74. Family type (Select only one.)

1. [] Single person (under 60 years)

2. [] Single person (60 years and over)

3. [] Lone parent

4. [] Young couple (aged under 30) – no children

5. [] Young Couple (aged under 30 years) - with children

6. [] Couple (aged 30 to under 60) - no children

7. [] Couple (aged 40 to under 60) - with children

8. [] Older Couple (at least one of 60 years or over)

9. [] Other [please state]:

Number of Households sharing a pitch

75a. How many other households are **currently** living on your pitch/plot with you? (i.e. grandparents, parents, children and their respective spouses)

Number of households:

- 1. 1
- 2. [] 2
- 3. [] 3
- 4. [] 4
- 5. Other (please specify):

75b. Of these households, how many want to live on their own pitch/plot on a site/yard?

- 1. [] 1
- 2. [] 2
- 3. [] 3
- 4. [] 4
- 5. Other (please specify):

	e next 15 years do				dditional pitches?	Number of depe	ndent
1. [] 1							
2. []2							
3. [] 3							
4. [] 4							
5. [] Ot	her (please specif	y):					
76b. If you do	o have dependent	s who will nee	ed additional	l pitches could	d you tell us their a	ge?	
	Dependent (a)	Dependent (b) Dependen	t (c) Depende	nt (d) Dependent (e) Dependent (f)	Dependent (g
Age							
SECOND CO	OLUMN.	usehold, start	ing with you	ırself and ther	INFORMATION And your spouse (partison.)		
	R (a)	P2 (b)	P3 (c)	P4 (d)	P5 (e)	P6 (f)	P7 (g)
Male	1[]	1[]	1[]	1[]	1[]	1[]	1[]
Female	2[]	2[]	2[]	2[]	2[]	2[]	2[]

78. Age

	R (a)	P2 (b)	P3 (c)	P4 (d)	P5 (e)	P6 (f)	P7 (g)
Age							

IF NO SCHOOL AGE CHILDREN GO TO Q 80

79. What type of education are your children receiving? (Select all that apply.)

- 1. Nursery education
- 2. State school
- 3. Private school
- 4. Home schooled
- 5. College or university
- 6. [] Other *[please state]:____*__

80. Employment status (Select only one for each person.)

R (a) P2 (b) P3 (c) P4 (d) P5 (e) P6 (f) P7 (g)

Full-time employee 1[] 1[] 1[] 1[] 1[] 1[]

Part-time employee 2[] 2[] 2[] 2[] 2[] 2[]

Self-employed 3[] 3[] 3[] 3[] 3[] 3[]

Retired 4[] 4[] 4[] 4[] 4[] 4[]

No paid work 5[] 5[] 5[] 5[] 5[] 5[]

Disability benefit 6[] 6[] 6[] 6[] 6[] 6[]

In education 7[] 7[] 7[] 7[] 7[] 7[]

Other [please state]: 8[] 8[] 8[] 8[] 8[] 8[]

81. How would you describe yourself (ethnic or cultural identity)?(Select all that apply)

	R (a)	P2 (b)	P3 (c)	P4 (d)	P5 (e)	P6 (f)	P7 (g)
Romany Gypsy	1[]	1[]	1[]	1[]	1[]	1[]	1[]
English Gypsy	2[]	2[]	2[]	2[]	2[]	2[]	2[]
English Traveller	3[]	3[]	3[]	3[]	3[]	3[]	3[]
Irish Traveller	4[]	4[]	4[]	4[]	4[]	4[]	4[]
Welsh Gypsy	5[]	5[]	5[]	5[]	5[]	5[]	5[]
Welsh Traveller	6[]	6[]	6[]	6[]	6[]	6[]	6[]
Scottish Gypsy	7[]	7[]	7[]	7[]	7[]	7[]	7[]
Scottish Traveller	8[]	8[]	8[]	8[]	8[]	8[]	8[]
New Traveller	9[]	9[]	9[]	9[]	9[]	9[]	9[]
Showman	10[]	10[]	10[]	10[]	10[]	10[]	10[]
Circus Traveller	11[]	11[]	11[]	11[]	11[]	11[]	11[]
DK/No answer	12[]	12[]	12[]	12[]	12[]	12[]	12[]
Other [please state]:	13[]	13[]	13[]	13[]	13[]	13[]	13[]

82. Do you know of a household in bricks and mortar accommodation who'd like to move onto a site, could you provide some contact details?
83. Anything else you would like to tell us?
84a. Would you be happy to be contacted again? Yes [] No []. If yes, record contact details on SEPARATE SHEET
84b. If you would like us/the Council to contact you with the results of this research please provide either an email or postal address for us to advise you of the results. Yes [] No []. If yes, record contact details on SEPARATE SHEET TO THE ONE ABOVE

Appendix D: Stakeholder Consultation

Approach

- D.1 Stakeholders were invited to participate in a survey aimed at identifying a range of information, including establishing the key perceived issues facing the Gypsy and Traveller community within South Staffordshire, and ways in which these need to be addressed. Stakeholders were asked to respond to any of the questions within the survey.
- D.2 A total of seven separate responses to the stakeholder consultation were obtained.
- D.3 The questions and a summary of stakeholders' responses are set out below. As a general observation, it is useful to note that there was not a comprehensive response to every question. The responses to each question therefore do not represent a proportional representation of the seven stakeholders who took part. The comments received therefore represent only an expression of the views of those who participated in that specific question, or had a specific point to make.

Stakeholder questions and responses

General

- D.4 If applicable, which Local Authority areas do you work in? Please tick all that apply.
 - Below is a summary of the responses received. Note that some stakeholders identified multiple areas; hence there are more than seven counts:

Area	Number who operate in that area
South Staffordshire	3
Staffordshire County	2
Stafford Borough	1
Shropshire	1
Wyre Forest	1

- D.5 Do you think that there is sufficient understanding of the education, employment, health and support needs of Gypsies and Travellers within the area (s) in which you work? What could be done to improve the current position?
 - The majority of those who answered this question did not feel that there is sufficient understanding of these issues. Comments included:

- Several stakeholders commented on the lack of understanding and information. The collection and collation of information is required, including an up-to-date assessment of pitch requirements.
- A multi-agency group (MAG) of professionals from a range of statutory and voluntary sectors (including education, health, planning and housing) would be beneficial.
- Improved liaison between traveller representatives and professionals is needed.
- D.6 Do you think that more could be done to appropriately monitor the health, education and support needs of Gypsies and Travellers? If so, what?
 - Several respondents believed that more could be done, including:
 - o The health authorities taking a role in monitoring.
 - Putting reporting systems in place.
 - Improved community engagement.
- D.7 In your opinion, what additional support is most needed to help Gypsy and Traveller families living within the South Staffordshire? What could be done to improve the current position?
 - There was limited response to this question in terms of specific support.
 One stakeholder felt that there should be a working group set up, and another that improved liaison is needed to identify and understand the needs of Gypsies and Travellers.
- D.8 Do you think that more could be done to monitor the provision of accommodation for Gypsies and Travellers in South Staffordshire? If so, what?
 - A couple of respondents felt that more could be done, including keeping better records and employing a monitoring officer.
 - One respondent did not consider that more monitoring was required, as land has been identified for an extension to potentially provide additional accommodation.
- D.9 In your opinion, what additional support is most needed to help Gypsy and Traveller families living within South Staffordshire?
 - Proposals included setting up a network of support.
 - Several respondents focused on education, including apprenticeships.
- D.10 Do you think that more could be done to raise awareness of the cultural, support and accommodation needs and requirements of Gypsies and Travellers in South Staffordshire? If so, what?
 - Most respondents considered that more could be done, with the general emphasis upon educating the wider community to overcome prejudices and stereotypes.

- D.11 What action has your organisation undertaken to raise awareness of the cultural, support and accommodation requirements of Gypsies and Travellers locally?
 - Several stakeholders commented on actions that have been taken at a professional level, including meetings between officers from different councils and visiting sites to assess issues.
 - One authority has adopted a Type & Affordability of Housing SPD which incorporates a section on Gypsy & Traveller sites, including general considerations, need, exception site criteria etc.
 - Likewise, another authority is considering Gypsy and Traveller provision as part of the Local Plan process.
 - One authority undertook a consultation on potential Gypsy and Traveller sites in 2011.

Provision of Accommodation

- D.12 Do you think that there is currently sufficient or insufficient provision of permanent sites/pitches for Gypsies and Travellers across South Staffordshire? Why do you think this?
 - Not all stakeholders commented. Of those who did, one considered that there is sufficient provision. One noted that the GTAA would help identify need, and whether there is sufficient or insufficient provision. Several respondents indicated that they do not think that there is enough provision, one stating that this is because of NIMBY attitudes towards Gypsies and Travellers.
- D.13 If new permanent sites/pitches are needed, where do you think that these should be located? What are your reasons for identifying this locality?
 - There were a number of comments, all of which were general principles rather than naming specific locations for new sites/pitches.
 - Several stakeholders suggested making provision on existing sites, or through extensions to existing sites.
 - There was an acknowledgement of the need for sustainable development, and that new Gypsy and Traveller provision should be made in sustainable locations, possibly including brownfield land and in proximity to local services.
- D.14 What do you perceive to be the main barriers to new provision?
 - NIMBY syndrome, both social (local community) and political.
 - Planning restrictions, including Green Belt and flooding issues.
 - Availability and cost of suitable sites.
- D.15 If new permanent sites/pitches are needed, where do you think that these should be located? What are your reasons for identifying this locality?

- No specific locations were identified by stakeholders. One respondent considered that new permanent sites/pitches are needed across the District, having regard to travel patterns.
- D.16 Do you think that transit³⁴ sites are needed? If so, why, and where do you think these should be located?
 - There was limited response to this question.
 - One respondent commented that there is no need for transit sites in Stafford Borough, although there may be minimal demand along the A5 Corridor.
 - Another respondent made reference to transit provision along the A41 and A5, But not in respect of demand for additional sites.
- D.17 What do you perceive to be the main barriers to new provision?
 - NIMBYism, both social (local community) and political.
 - Land availability and cost.
- D.18 Are you aware of any Gypsies and Travellers living in bricks and mortar accommodation? How is this?
 - There was limited response received to this question, however a couple of respondents noted an awareness of such individuals or groups through direct contact and visiting Gypsies and Travellers.
- D.19 Do you think that additional provision of sites/pitches needs to be made to accommodate the requirements of Gypsies and Travellers currently living in settled (i.e. bricks and mortar) accommodation across South Staffordshire?
 - Several respondents did not comment, and one did not know.
 - Three stakeholders considered that additional provision needs to be made, although this was qualified by "in some cases" by one respondent. Another respondent noted that care must be taken in distinguishing between needs and aspirations.
- D.20 If you provide accommodation, how many Gypsy and Traveller households have approached you for housing or for housing related support during the past five years? Of these households, how many wanted a pitch on a site and how many wanted bricks and mortar accommodation?
 - There was very limited response to this question, and of those who did respond most did not know.
 - One respondent stated that "approximately five" Gypsy and Traveller households have approached them for housing-related support.

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³⁴ Transit provision is pitch or site intended for short-term use whilst in transit; such provision is usually permanent and authorised, but there is a limit on the length of time that residents can stay there.

- D.21 In terms of existing sites, what are your views on the standard of facilities on sites in your area?
 - There was a range of response to this question, including the following comments:
 - o "Very basic",
 - o "Mixed".
 - "Varied",
 - "Usually very good".
- D.22 Do you have any views on how existing sites in your area are managed?
 - Very few comments were received, or respondents were not sure how sites are managed. Specific comments included:
 - "Some good, others bad".
 - One respondent noted that sites are usually family owned and run, with therefore little provision for transit site. They reported that some transit sites are occupied by non Gypsy/Travellers, questioning whether this therefore prejudices the case for need.
- D.23 On existing sites in your area, are you aware of any issues/tensions between Gypsies and Travellers and the settled community, and if so what have steps have you taken to address these?
 - A few respondents were aware of tensions, providing examples as follows:
 - New Road, Featherston;
 - o Brinsford Bridge; and.
 - Sandy Lane, Stourport (this is not within South Staffordshire District Council's area).
- D.24 Is there sufficient support available to Gypsies and Travellers living in settled accommodation to help them manage their housing effectively (i.e. help in dealing with practical tenancy issues, such as paying rent, bills and making benefit applications)?
 - There was very limited response to this question. Most respondents who commented considered that there is sufficient support available for Travellers, although one stakeholder noted that some may not be aware of where they can get help.
- D.25 Do Gypsies and Travellers living in settled accommodation feel safe and are their specific cultural needs considered by the local authority when offering conventional accommodation?
 - Of the limited responses received, most stakeholders did not know, one said "probably not".

- D.26 If you are a local housing authority, how many unauthorised encampments³⁵ do you have each year in your area?
 - One respondent noted that there are currently no unauthorised encampments in their area.
 - Another that they have one which is going through appeal at the moment, but they are not aware of many unauthorised sites, although they do have a number of tolerated sites and also some with temporary planning permissions.
- D.27 Are unauthorised encampments problematic for your organisation? If so, how?
 - There was a mix of responses to this question:
 - o One respondent stated that due to rapid evictions, they are encountering greater resistance from families to engage with education.
 - Another respondent noted that unauthorised encampments can sometimes be problematic because of the mess that is left behind, with cost implications through clear up and staff resources.
 - A further respondent commented that unauthorised encampments are not so much of a problem now with injunction powers/national policy.
- D.28 How do unauthorised encampments affect local perceptions?
 - Responses to this question suggested that unauthorised encampments generally reflect negatively on the perception of Gypsy and Traveller communities by local residents.
 - Heighten tensions and stereotyping.
 - Reinforces their views that Travellers are not to be encouraged and are dirty/don't pay taxes/get away with it.

Planning

- D.29 To date, what if anything has hampered provision of new sites/pitches for Gypsies and Travellers in South Staffordshire? What steps could be taken to address these issues in the future?
 - Of the responses received, there were a number of issues identified that stakeholders felt had hampered provision. These included the following:
 - Political tensions and councillors' attitudes;
 - Local residents' attitudes.
 - The only comment in terms of future steps was that the forward planning process is addressing these issues.

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³⁵ An unauthorised encampment refers to land where Gypsies and Travellers reside in vehicles or tents without permission. Unauthorised encampments can occur in a variety of locations 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.

- D.30 Do you think that more could be done to identify and bring forward new sites for the provision of pitches for Gypsies and Travellers? If so, what?
 - A range of views were expressed. One stakeholder said that "this is being addressed". Three other stakeholders suggested that more could be done. Comments included:
 - More engagement is needed;
 - A multi-agency group is needed to co-ordinate the inputs of professionals from statutory and voluntary sectors;
 - A proactive response from the Local Planning Authority is needed, through site identification and provision to meet needs in the Development Planning process.
- D.31 What impact do you think that the Government's recent change to planning policy (set out in CLG's publication Planning Policy for traveller sites, 23 March 2012) will have on future provision?

The key points made in the Policy guidance are:

- that local planning authorities should make their own assessment of need for the purposes of planning
- to ensure that local planning authorities, working collaboratively, develop fair and effective strategies to meet need through the identification of land for sites
- to encourage local planning authorities to plan for sites over a reasonable timescale
- that plan-making and decision-taking should protect Green Belt from inappropriate development
- to promote more private traveller site provision while recognising that there will always be those travellers who cannot provide their own sites
- that plan-making and decision-taking should aim to reduce the number of unauthorised developments and encampments and make enforcement more effective
- for local planning authorities to ensure that their Local Plan includes fair, realistic and inclusive policies
- to increase the number of traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply
- to reduce tensions between settled and traveller communities in planmaking and planning decisions
- to enable provision of suitable accommodation from which travellers can access education, health, welfare and employment infrastructure
- for local planning authorities to have due regard to the protection of local amenity and local environment
- Only two comments were received in response to this guestion, as follows:
 - A more stringent approach to Green Belt could further limit site availability with South Staffordshire;
 - Hopefully it will increase the number of pitches and reduce unauthorised encampments.

- D.32 Are there any cross-boundary issues in respect of Gypsies and Travellers that need to be considered as part of this study?
 - There were a few comments received regarding cross-boundary issues.
 These included:
 - The shape of South Staffordshire means it borders several other local authorities and many sites are on these boundaries. Families often access facilities in neighbouring LAs.
 - There seems to be little cross boundary movement between Stafford and South Staffordshire.
 - A GTAA is about to be undertaken for the adjoining Worcestershire Authorities. Wyre Forest District Council will be progressing a site specific Local Plan for Gypsy and Traveller Site allocation in 2014.
 - Shropshire Council as an adjoining Authority is not sufficiently advanced in its own work on Gypsy and Traveller Site Allocation to comment in detail. Evidence from their existing GTAA indicates that Shropshire has a significant unmet need for pitch provision which they hope to address through a specific Gypsy & Traveller Site Allocation process, which has yet to be commenced. Currently planning applications are considered against criteria set out in their adopted Core Strategy Policy CS12. This Policy, together with the adopted Type & Affordability of Housing SPD, set out the Shropshire approach which allows appropriate development for Gypsies and Travellers on suitable sites close to specifically identified towns and villages and facilitates local needs exception provision in other appropriate locations. Whilst the current GTAA is dated, this evidence showed that the need in the area closest to South Staffordshire (the former Bridgnorth District Council area) has relatively low pitch requirements. Since this area is constrained by Green Belt, it is hoped that provision in South Staffordshire is sufficient to ensure that there is no significant displaced need which would be redirected to Shropshire, including transit provision along the A41 & A5.

Other Issues

- D.33 What do you see as the key issues affecting Gypsies and Travellers living in the study area?
 - There were a few key themes in the answers received:
 - Availability of sites/pitches;
 - Ensure that local needs are met, and are not overtaken by speculative applications;
 - Overcoming local community tensions.
- D.34 What would you want to see as the key strategic messages coming from the Gypsy and Traveller Accommodation Assessment?
 - The key messages noted were:
 - Identifying updated needs information;
 - Establishing a proactive approach towards allocating sites to meet the identified need through the Local Planning process.

D.35 Are you interested in finding out more about this study and the Steering Group?

• 6 out of 7 respondents confirmed an interest.

Appendix E: 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.

CLG: Department for Communities and Local Government; created in May 2006. Responsible for the remit on Gypsies and Travellers, which was previously held by the Office of the Deputy Prime Minister (O.D.P.M.).

Gypsies and Travellers: Defined by CLG 'Planning policy for traveller sites' (March 2012) 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 or permanently, but excluding members of an organised group of travelling Showpeople or circus people travelling together as such.'

'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 or permanently, but excludes Gypsies and Travellers as defined above.'

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.

Plot: see pitch

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 plot/pitch. Some contain a cooker and basic kitchen facilities.

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)

Showpeople: Defined by CLG 'Planning policy for traveller sites' (March 2012) 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 or permanently, but excludes Gypsies and Travellers as defined above.'

Stopping places: 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 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.

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.

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.

Black Country and South Staffordshire Gypsy, Traveller and Travelling Showpeople Accommodation Assessment 2016

May 2017

RRR Consultancy Ltd













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The Authors

RRR Consultancy Ltd was founded by Dr Alan Rust-Ryan and Dr Kate Rust-Ryan. They undertake research and consultancy in all areas of social policy from small-scale projects to long-term research studies.

The *RRR Consultancy* team has a proven successful track record in research and training relating to children, young people and adults, policy and practice, families and communities, housing, community development, hard to reach people and groups, education, multi-agency working, and service users and service provision.

RRR Consultancy also offer 'best practice' training courses to help ensure that public, voluntary and private organisations understand and successfully implement policies in areas such as domestic violence, children and families.

Black Cou	intry and Sou	ith Staffordsh	ire GTAA Apri	il 2017	

Glossary

Amenity block

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

Authorised site

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

Average

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

Bedroom standard

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

Bricks and mortar accommodation

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

Caravan

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

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

Concealed household

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

Doubling up

More than one family unit sharing a single pitch.

Emergency stopping places

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

Family unit

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

Gypsy

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

Gypsy and Traveller

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

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

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

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

Household

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

Irish Traveller

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

Local Development Documents (LDD)

Local Plans and other documents that contain policies and are subject to external examination by an Inspector.

Mobile home

For legal purposes it is a caravan. Section 29 (1) of the Caravan Sites and Control of Development Act 1960 defines a caravan as:

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

Negotiated Stopping

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

Net need

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

New Traveller

Members of the settled community who have chosen a nomadic or semi-nomadic lifestyle (formerly New Age Traveller).

Newly forming families

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

Overcrowding

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

Permanent residential site

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

Pitch

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

Plot

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

Primary data

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

Private rented pitches

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

Psychological aversion

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

Registered Provider

A provider of social housing, registered with the Homes and Communities Agency (HCA) under powers in the 2008 Housing and Regeneration Act. This term replaced 'Registered Social Landlord' (RSL) and encompasses housing associations, trusts, cooperatives and companies.

Secondary data

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

Settled community

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

Site

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

Socially rented site

A Gypsy and Traveller site owned by a council or registered provider.

Study area

The study area relates to the local authority areas being assessed in relation to Gypsy and Traveller accommodation needs (in this instance Dudley MBC, Sandwell Council, South Staffordshire Council, Walsall Council, and Wolverhampton City Council).

Tolerated

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

Trailer

Term commonly used by Gypsies and Travellers for a moveable caravan.

Transit site/pitch

A site/pitch intended for short-term use, with a maximum period of stay.

Travelling Showpeople

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

Unauthorised development

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

Unauthorised encampment

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

Unauthorised site

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

Winter quarters

A site occupied by Travelling Showpeople, traditionally used when not travelling to provide fairs or circuses. Many now involve year-round occupation.

Yard

A term used for a site occupied by Travelling Showpeople. They are often rented by different families with clearly defined plots.

Executive Summary

Introduction

- S1. In May 2016, four Black County local authorities (Dudley MBC, Sandwell MBC, Walsall Council, and City of Wolverhampton Council), and South Staffordshire Council, commissioned *RRR Consultancy Ltd* on behalf of Peter Brett Associates (PBA) to undertake a Gypsy and Traveller Accommodation Assessment (GTAA). The purpose of the assessment is to quantify the accommodation and housing related support needs of Gypsies, Travellers, and Travelling Showpeople in terms of residential and transit sites, and bricks and mortar accommodation for the period 2016-2036. The results will be used to inform the allocation of resources and as an evidence base for policy development in housing and planning.
- S2. It is important to note, that previous and current guidance documents are useful in helping guide the GTAA process and how local authorities should address the needs of the different Gypsy and Traveller groups. This includes data collection and analysis followed practice guidance set out by Communities and Local Government (DCLG) in recent draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats (March 2016), 'Planning Policy for Traveller Sites' (August 2015), and 'Gypsy and Traveller Accommodation Needs Assessments' (October 2007) obliging local authorities to assess the level of need for Gypsy and Traveller sites.
- S3. To achieve the study aims, the research drew on a number of data sources including:
 - Review of secondary information: including a literature review and secondary data analysis
 - Consultation with organisations involved with Gypsy and Traveller and Travelling Showpeople issues
 - The results of previous GTAAs undertaken by RRR Consultancy Ltd.

Policy context

- S4. In August 2015 the Government published its amended planning policy for traveller sites, which replaced the previous guidance and circulars relating to Gypsies and Travellers and Travelling Showpeople. The guidance emphasised the need for local authorities to use evidence to plan positively and manage development. This includes determining the need for permanent pitches for Gypsies, Travellers, and Travelling Showpeople families who permanently reside in the study area, and transit pitches for families temporarily residing in the study area.
- S5. The accommodation needs calculations undertaken as part of this GTAA were based on analysis of secondary data provided by the study area local authorities (Dudley MBC,

Sandwell Council, South Staffordshire Council, Walsall Council and Wolverhampton City Council) rather than primary surveys. This report assesses the accommodation needs of Gypsy, Traveller and Travelling Showpeople households living on authorised, unauthorised encampments and unauthorised development sites / yards and in bricks and mortar accommodation. It adheres to government guidance as to defining these communities. Also, it was made apparent from consultation with stakeholders that the revised definition would not impact on the ethnic status of existing Gypsy and Traveller households residing in the study area.

- S6. In March 2016 the Department of Communities and Local Government (DCLG) published its draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats. It states that when considering the need for caravans and houseboats local authorities will need to include the needs of a variety of residents in differing circumstances including, for example caravan and houseboat dwelling households and households residing in bricks and mortar dwelling households.
- S7. Importantly, according to correspondence between *RRR Consultancy Ltd* and DCLG (27 October 2016), the DCLG stated that it is for local housing authorities to assess and understand the accommodation needs of people who reside in or resort to the area with respect to the provision of caravan sites or houseboats. Also, DCLG confirmed that the term 'houseboat' is defined elsewhere in legislation and not within the DCLG Guidance.
- S8. Although to some extent local authorities within the study area (i.e. the five participating local authorities) already coordinate responses on Gypsy and Traveller issues there is room for improvement in relation to liaison and information sharing. Given the cross-boundary characteristic of Gypsy and Traveller and Travelling Showpeople accommodation issues, it is important to consider the findings of GTAAs produced by neighbouring local authorities. GTAAs recently undertaken by neighbouring local authorities suggest that there remains Gypsy and Traveller accommodation needs throughout the West Midlands.

Population Trends

- S9. There are two major sources of data on Gypsy and Traveller and Travelling Showpeople numbers in the study area the national DCLG Traveller Caravan Count, and local authority data. The DCLG count has significant difficulties with accuracy and reliability. As such, it should only be used to determine general trends.
- S10. There is some variation in the number of caravans in each study area local authority with the lowest recorded in Wolverhampton (52 caravans) and the highest recorded in South Staffordshire (128 caravans). When population is taken into account the density of caravans varies widely. Dudley (18 caravans per 100,000 population), Sandwell (21) and Wolverhampton are slightly below the average of 31 caravans per 100,000 population. In contrast, Walsall has a slightly higher than average density at 42 caravans per 100,000 population, whilst South Staffordshire displays the highest density at 118 caravans per 100,000 population.

- S11. The number of caravans recorded in the study area during the period January 2014 to January 2016 increased slightly from 557 caravans to 643 caravans. The data indicates shows a total provision of 398 pitches and plots across the study area including 158 privately owned pitches, 97 local authority pitches, 106 Travelling Showpeople plots, 20 transit pitches, 14 unauthorised pitches and plots, and 3 pitches with temporary planning permission.
- S12. The number of unauthorised caravans throughout the study area recorded by the DCLG Traveller Caravan Count has increased steadily throughout the last 2 years from a total of 23 in January 2014 to 69 in January 2016. In particular, the number of caravans recorded in Sandwell increased from 9 in July 2015 to 35 in January 2016.
- S13. The total number of unauthorised encampments recorded by the study area local authorities increased from 92 in 2013 to 167 in 2015. On average, Walsall contained the highest average of unauthorised encampments over the period January 2013 to December 2015 at 48 per annum, the lowest in South Staffordshire at 7 per annum.

Stakeholder Consultation

- S14. A focus group undertaken with key stakeholders offered important insights into the main issues faced by Gypsies and Travellers and Travelling Showpeople within the area. It was generally acknowledged that there is a lack of permanent accommodation provision throughout the study area and surrounding areas. There is a need to ensure that accommodation provision is situated close to services and facilities.
- S15. Stakeholders acknowledged the needs of Gypsies and Travellers living in bricks and mortar accommodation. Stakeholders agreed that it is very difficult to measure or estimate the number of Gypsy and Traveller families living in bricks and mortar accommodation. One proposed solution was to ensure that there is a 'Gypsy and Traveller' category on local authority monitoring forms.
- S16. It was acknowledged that travelling is an integral aspect of the Gypsy and Traveller and Travelling Showpeople communities. They acknowledged that Gypsy and Traveller families will travel irrespective of whether they live by the roadside, on sites, or in bricks and mortar accommodation. It can be difficult to determine travelling routes although there was acknowledgment that these transcend local authority boundaries. A lack of transit provision can lead to unauthorised encampments. The DCLG August 2015 change in definition has been perceived to have led to an increase in unauthorised encampments. According to stakeholders, there is a need for more council owned transit provision as current provision is privately owned.
- S17. National policy was regarded as discouraging the provision of new permanent sites/yards. Negative public attitudes towards Gypsies and Travellers as well as the attitudes of some local government officers and elected members was also regarded as impacting on the provision of new sites. Negative press articles can hinder attempts to build a good

- relationship between local authorities and the Gypsy and Traveller community. More central government funded integration programmes would help improve relations between local authorities and the Gypsy and Traveller and Travelling Showpeople communities.
- S18. The GTAA partner authorities are currently working towards improving partnership working. Whilst it is advantageous for there to be Gypsy and Traveller enforcement and liaison officers in each local authority area, there needs to be better communication between them. The West Midlands police are in the process of determining an approach to unauthorised encampments. The Black Country local authorities are also in the process of developing a shared protocol.

Accommodation need

- S19. Accommodation need for the study area was assessed using analysis of secondary data. The accommodation needs calculation steps were based on a model in accordance with both previous and current Practice Guidance issued by the Department of Communities and Local Government (DCLG). It contains seven basic components; five assessing need and two assessing supply, which are applied to each sub-group of Gypsies and Travellers and Travelling Showpeople, based on secondary data.
- S20. Table S1 summarises the number of residential, transit sites/temporary stopping places, and bricks and mortar accommodation required over the period 2016-36. A substantial proportion of need derives from families residing in bricks and mortar accommodation displaying psychological aversion e.g. feelings of depression, stress or claustrophobia. Although primary-based GTAAs undertaken using surveys determine the proportion of households residing in bricks and mortar accommodation, this can be difficult using secondary methods.
- S21. As such, Table S1 below shows Gypsy and Traveller pitch needs based on including and excluding that derived from psychological aversion. It shows that between 125 (excluding need deriving from psychological aversion), and 156 (including need deriving from psychological aversion), additional Gypsy and Traveller pitches are required for the 20 year period. There is a need for an additional 63 Travelling Showpeople plots over the same period. It is also recommended that the study area local authorities adopt a negotiated stopping place policy to meet the needs of transiting Gypsy and Traveller families.

Table S.1: Summary of Gypsy, T	raveller and Travelling Showpeople a	ccomm. needs 2016-36
Period	G&T Pitches	TS Plots
Total 2016-21	75 (49)	31
Total 2021-26	24 (23)	10
Total 2026-31	28 (25)	11
Total 2031-36	29 (28)	11
Total 2016-2036	156 (125)	63

Source: Black Country & South Staffs GTAA 2016

Conclusions

- S22. As well as quantifying accommodation need, the study also makes recommendations on key issues. This report primarily recommends that the commissioning councils jointly share the needs. The others are as follows:
 - Develop a holistic vision for their work on Gypsies and Travellers and Travelling Showpeople, and embed it in Community and Homelessness Strategies, Local Development Frameworks and planning and reporting obligations under the Equality Act 2010.
 - Regular training and workshop sessions with local authority and service provider employees (and elected members) would help them further understand the key issues facing the Gypsy and Traveller and Travelling Showpeople communities.
 - Encourage and sponsor Traveller Liaison Officers to become members of the National Association of Gypsy and Traveller Officers (NAGTO).
 - Formalise communication processes between relevant housing, planning and enforcement officers etc. in both study area and neighbouring local authorities.
 - To consider how the Gypsy and Traveller and Travelling Showpeople health outreach work undertaken in Wolverhampton might be applied throughout the whole study area.
 - Advise Gypsies and Travellers and Travelling Showpeople on the most suitable land for residential use and provide help with the application process.
 - Develop internal policies on how to deal with racist representations in the planning approval process.
 - Develop criteria and process for determining the suitability of Gypsy and Traveller sites and Travelling Showpeople yards as indicated above.
 - Review existing provision for opportunities for expansion where suitable and appropriate.
 - In liaison with relevant enforcement agencies such as the police to develop a common approach to dealing with unauthorised encampments.
 - Develop a common approach to recording unauthorised encampments which includes information such as location, type of location (e.g. roadside, park land etc.), number of caravans/vehicles involved, start date, end date, reason for unauthorised encampment (e.g. travelling through area, attending event, visiting family etc.), family name(s), and action taken (if any).

- Consider an approach to setting up negotiated stopping arrangements to address unauthorised encampments for set periods of time at agreed locations.
- Identify locations for new provision.
- Encourage local housing authorities to include Gypsy and Traveller and Travelling Showpeople categories on ethnic monitoring forms to improve data on population numbers, particularly in housing. Also, there needs to be better sharing of information between agencies which deal with the Gypsy and Traveller and Travelling Showpeople communities.
- The population size and demographics of Gypsies and Travellers can change rapidly. As such, their accommodation needs should be reviewed every five to seven years.

1. Introduction

Study context

- 1.1 In May 2016, four Black County local authorities (Dudley MBC, Sandwell MBC, Walsall Council, and City of Wolverhampton Council) and South Staffordshire Council, commissioned *RRR Consultancy* on behalf of Peter Brett Associates (PBA) to undertake a Gypsy and Traveller Accommodation Assessment (GTAA). The purpose of the assessment is to quantify the accommodation and housing related support needs of Gypsies, Travellers, and Travelling Showpeople in terms of residential and transit accommodation for the period 2016-2036. The results will be used to inform the allocation of resources and as an evidence base for policy development in housing and planning.
- 1.2 It is important to note that previous and current guidance documents are useful in helping guide the GTAA process and how local authorities should address the needs of the different Gypsy and Traveller groups. This includes data collection and analysis followed practice guidance set out by Communities and Local Government (DCLG) in recent draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats (March 2016), 'Planning Policy for Traveller Sites' (August 2015), and 'Gypsy and Traveller Accommodation Needs Assessments' (October 2007), obliging local authorities to assess the level of need for Gypsy and Traveller sites.
- 1.3 To achieve the study aims, the research drew on several data sources including:
 - Review of secondary information: including a literature review and secondary data analysis
 - Consultation with organisations involved with Gypsy and Traveller issues
 - Previous GTAAs undertaken by RRR Consultancy Ltd.

Geographical context of the study area authorities

The Black Country

1.4 According to the Black Country Core Strategy¹, the area covers 356 square kilometres and sits at the heart of England, forming the western part of the West Midlands Metropolitan Area, the largest conurbation outside London. The area lies at the heart of the West Midlands transport hub, with national rail and motorway links north, south, east and west, notably the West Coast Main Line and the M5 and M6 motorways.

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¹Black Country Core Strategy, Adopted February 2011.

- 1.5 The Black Country consists of some 25 towns and 4 major strategic centres located at Brierley Hill, Walsall, West Bromwich and Wolverhampton. The denseness of the urban area and the number of centres created particularly complex movement patterns and led to a complicated transport network. The Black Country is home to over 1.08 m people, nearly one fifth of the Region's population, comprising some 440,000 households. After years of decline the population is starting to increase, and loss due to migration is falling. It is a very diverse community, with some 15% of people from Black, Minority and Ethnic (BME) origins, particularly from the Indian Sub-Continent and the Caribbean, compared to the national average of 9%.
- 1.6 The legacy of the Black Country's industrial past and the changing economic situation has resulted in significant areas of ground contamination, hidden mine workings and dereliction, and also the abandonment of many canals and railways lines. However, these abandoned areas now provide significant opportunities for reversing decline, repairing environmental damage and creating healthier and sustainable communities.
- 1.7 Beyond its industrial heartland, the character of the Black Country is quite different and varied. The green borderland, which has been designated as Green Belt, is most prominent in parts of Dudley, Walsall and the Sandwell Valley, and is a largely open landscape made up of agricultural land, woodland, nature reserves, sports and recreational facilities and scattered communities, containing fragile remnants of the ancient past.
- 1.8 Whilst there are a number of attractive and popular housing districts, many parts of the core of the Black Country are dominated by concentrations of low priced private housing and large areas of social rented housing. Some 5.1% of the total dwelling stock is classed as unfit and 20% of Black Country communities are in the 10% most deprived in the country. There is a low level of affluence with less than 15% of the population in Social Groups A and B compared to the national average of 22%.
- 1.9 Although levels of health and well-being vary across the Black Country, there are some common trends. Work by Sport England has identified consistently low levels of participation in sports and physical activity across the Black Country (16%) compared to both national (21%) and regional (19.3%) averages. Linked to this, health deprivation, measured as part of the Index of Local Deprivation, is also high, particularly in the traditional heart of the Black Country.
- 1.10 The Black Country Core Strategy (2011) vision consists of three major directions of change in the area including: the creation of cohesive, healthy and prosperous communities across the Black Country, with equal access to a mix of affordable and aspirational housing, a range of quality community services and an integrated transport network which reduces the need to travel by car; an environmental transformation to improve the image and environmental quality of the Black Country to underpin social and economic transformation and help meet the challenges of growth; and making the most of the Black Country's

accessibility and location to attract new employment opportunities and investment in innovation and new technology.

South Staffordshire

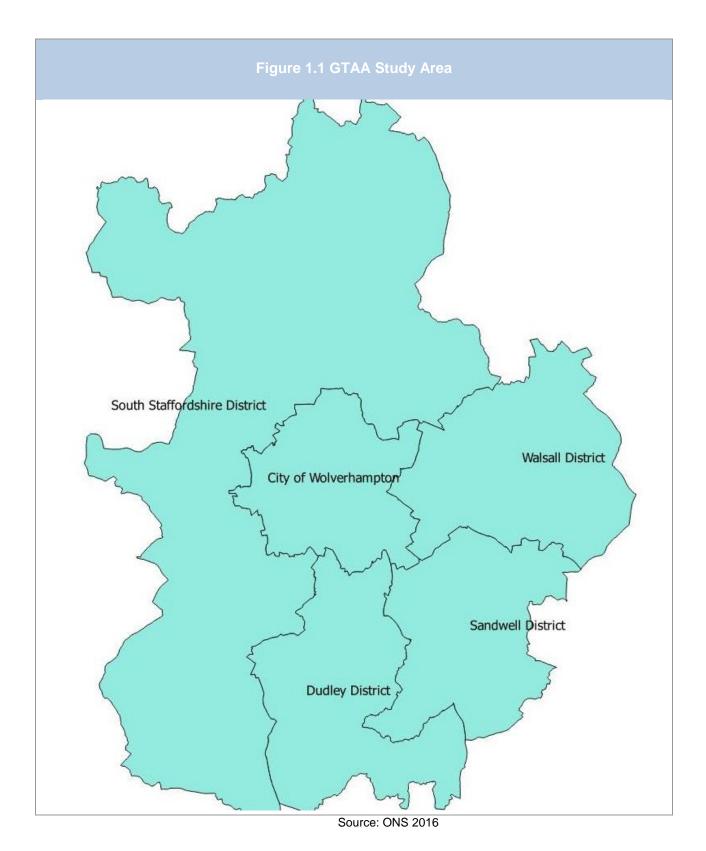
- 1.11 According to the Core Strategy², South Staffordshire is a rural District on the north western edge of the West Midlands Conurbation. It has an area of 101,000 acres (40,400 hectares) and has a population of just over 108,000, which results in a relatively low population density of 2.67 persons per hectare. Much of South Staffordshire lies within the West Midlands Green Belt 32,310 hectares (80%) and the remainder to the north of the Green Belt boundary is defined as 'Open Countryside'.
- 1.12 South Staffordshire is made up of 27 parishes with a dispersed and diverse settlement pattern of villages ranging from small hamlets to large villages with over 13,000 residents, each with their own distinctive character set in attractive countryside. There is no single dominant settlement and South Staffordshire can be described as a 'community of communities'. The villages of Brewood, Codsall, Bilbrook, Cheslyn Hay, Great Wyrley, Kinver, Penkridge, Perton and Wombourne are the largest villages in the District and act as service centres for smaller villages in the surrounding rural areas.
- 1.13 South Staffordshire has an increasingly ageing population especially the very old. 23.4% of the population are of retirement age or older which compares with 19.1% in England and Wales. The most rapidly increasing sector of the population is the 75+ age group, and over the next 20 years, it is expected that this age group will more than double. The ethnic make-up of South Staffordshire differs significantly from regional and national compositions, with white people accounting for a larger proportion of the population than any other ethnic group at 95.5%.
- 1.14 South Staffordshire is considered to be a relatively prosperous area with low levels of deprivation and is ranked 251 out of 354 (1 being the highest level of deprivation and 354 being the lowest) districts in England based on the average of ward scores (it falls into the 30% least deprived districts nationally by the measure). South Staffordshire has seen rapid housing expansion in the last 30 years as its villages have proved attractive to people prepared to travel to work in nearby major urban areas, including the West Midlands conurbation.

GTAA study area

1.15	A map of the GTA	A study area	(shaded in Green) is shown in in	Figure 1.1 below.
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²South Staffordshire Core Strategy, Adopted December 2012.



Policy context

- 1.16 In August 2015 the Government published its amended planning policy for traveller sites, which replaced the previous guidance and circulars relating to Gypsies and Travellers and Travelling Showpeople³. The guidance emphasised the need for local authorities to use evidence to plan positively and manage development. In particular, it stated that in assembling the evidence base necessary to support their planning approach, local authorities should:
 - effectively engage with both settled and traveller communities
 - co-operate with traveller groups to prepare and maintain an up-to-date understanding of the likely permanent and transit/emergency accommodation needs of their areas
 - use a robust evidence base to establish accommodation needs to inform the preparation of local plans and make planning decisions
 - and the PPFT stance on Green Belt. (i.e. unmet need unlikely to outweigh harm to the Green Belt subject to the best interests of the children).
- 1.17 This includes determining the need for permanent pitches for Gypsies, Travellers, and Travelling Showpeople families who permanently reside in the study area, and transit pitches for families temporarily residing in the study area.
- 1.18 In March 2016 DCLG published its draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats. It states that when considering the need for caravans and houseboats local authorities will need to include the needs of a variety of residents in differing circumstances, for example:
 - Caravan and houseboat dwelling households:
 - who have no authorised site anywhere on which to reside
 - whose existing site accommodation is overcrowded or unsuitable, but who are unable to obtain larger or more suitable accommodation
 - who contain suppressed households who are unable to set up separate family units and
 - who are unable to access a place on an authorised site, or obtain or afford land to develop on.
 - Bricks and mortar dwelling households:
 - Whose existing accommodation is overcrowded or unsuitable ('unsuitable' in this context can include unsuitability by virtue of a person's cultural preference not to live in bricks-and-mortar accommodation).

³ Department for Communities and Local Government, *Planning Policy for Traveller Sites*, August 2015.

- 1.19 The DCLG draft guidance (2016) recognises that the needs of those residing in caravans and houseboats may differ from the rest of the population because of:
 - their nomadic or semi-nomadic pattern of life
 - their preference for caravan and houseboat-dwelling
 - movement between bricks-and-mortar housing and caravans or houseboats
 - their presence on unauthorised encampments or developments.
- 1.20 Also, it suggests that as mobility between areas may have implications for carrying out an assessment local authorities will need to consider:
 - co-operating across boundaries both in carrying out assessments and delivering solutions
 - the timing of the accommodation needs assessment
 - different data sources
- 1.21 Finally, the DCLG draft guidance (2016) states that in relation to Travelling Showpeople account should be taken of the need for storage and maintenance of equipment as well as accommodation, and that the transient nature of many Travelling Showpeople should be considered.

Legal Definitions

- 1.22 It is essential to clarify legal definitions relating to the Gypsy and Traveller population to ensure that their legal rights are recognised and that discrimination does not take place. However, there is no comprehensive source of information about the number or characteristics of Gypsies and Travellers in England.
- 1.23 According to Niner⁴, there are three broad groupings of Gypsies and Travellers in England: traditional English (Romany) Gypsies, traditional Irish Travellers, and New Travellers. There are smaller numbers of Welsh Gypsies and Scottish Travellers. Romany Gypsies were first recorded in Britain around the year 1500, having migrated across Europe from an initial point of origin in Northern India.
- 1.24 However, one key issue relates to whether it is possible for one definition to be agreed for both planning and housing purposes. In August 2015 the DCLG amended its 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

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⁴ Pat Niner (2004), op cit.

dependents' 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.

- 1.25 In determining whether persons are "gypsies and travellers" for the purposes of planning policy, consideration should be given to the following issues amongst other relevant matters:
 - a) whether they previously led a nomadic habit of life
 - b) the reasons for ceasing their nomadic habit of life
 - c) whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances.
- 1.26 Importantly, Gypsies and Irish Travellers have been recognised by the courts to be two distinct ethnic groups, so have the full protection of the Equality Act 2010. The courts made clear that travelling is not a defining characteristic of these groups, but only one among others. This is significant, because the majority of Britain's estimated 300,000 Gypsies and Travellers are thought to live in conventional housing, some by choice, and some because of the severe shortage of sites⁵.
- 1.27 However, unlike Gypsies and Travellers, Travelling Showpeople are not considered to be an ethnic minority. Although some Gypsies and Travellers may earn a living as 'travelling showpeople', Travelling Showpeople as a group do not consider themselves to belong to an ethnic minority⁶.
- 1.28 According to DCLG (August 2015) guidance on planning policy for traveller sites, the definition of Travelling Showpeople is:

Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family's or dependants' more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily, but excludes Gypsies and Travellers as defined above.⁷

1.29 Also, for the purposes of Gypsy and Traveller Accommodation Assessments (GTAAs), Travelling Showpeople are included under the definition of 'Gypsies and Travellers' in accordance with The Housing (Assessment of Accommodation Needs) (Meaning of Gypsies and Travellers) (England) Regulations 2006, and the draft guidance to local

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⁵ Commission for Racial Equality, Common Ground Equality, good race relations and sites for Gypsies and Irish Travellers - Report of a CRE inquiry in England and Wales, (Summary), May 2006, pages 3-4.

⁶ DCLG, Consultation on revised planning guidance in relation to Travelling Showpeople, January 2007, p. 8

⁷ DCLG, *Planning Policy for Traveller Sites*, August 2015.

housing authorities on the periodical review of housing needs (Caravans and Houseboats) (March 2016). It recommends that Travelling Showpeople's own needs and requirements should be separately identified in the GTAA⁸.

How does the GTAA define Gypsies and Travellers?

1.30 To ensure it is following DCLG guidance, the GTAA adheres to the definition of Gypsies, Travellers and Travelling Showpeople as defined by the DCLG 'Planning Policy for Traveller Sites' (August 2015). It states that for the purposes of planning policy "gypsies and travellers" means:

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

- 1.31 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:
 - whether they previously led a nomadic habit of life
 - the reasons for ceasing their nomadic habit of life
 - whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances.
- 1.32 For the purposes of planning policy, "travelling showpeople" means:

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

Summary

1.33 The policy context may have changed since the Housing Act 2004 introduced a compulsory requirement for all local authorities to carry out an assessment of the accommodation needs of Gypsies and Travellers. However, the 2015 Planning Policy for Traveller Sites

⁸ DCLG, Planning Policy for Traveller Sites, August 2015 and DCLG, Draft Guidance to local housing authorities on the periodical review of housing needs (Caravans and Houseboats) March 2016.

reiterates the need for local authorities to evidence the accommodation needs of Gypsies and Travellers and Travelling Showpeople. This is particularly important since the abolition of the regional plans which contained the Gypsy and Traveller accommodation targets.

- 1.34 As such, the purpose of this assessment is to quantify the accommodation and housing related support needs of Gypsies, Travellers, and Travelling Showpeople in the study area between 2016 and 2036. This is in terms of residential and transit sites /negotiated stopping arrangements, and bricks and mortar accommodation. The results will be used to inform the allocation of resources and as an evidence base for policy development in housing and planning.
- 1.35 Although the 2015 planning policy emphasised a more localist way of providing sites, this does not preclude local authorities identifying accommodation need, and considering how to meet need.

2. Trends in the population levels of Gypsies and Travellers

Introduction

- 2.1 This section examines Gypsy and Traveller numbers in the GTAA study area and population trends. The primary source of information for Gypsies and Travellers in England as a whole is the DCLG Traveller Caravan Count. This was introduced in 1979 and places a duty on local authorities in England to undertake a twice yearly count for the DCLG on the number of Gypsy and Traveller caravans in their area. The count was intended to estimate the size of the Gypsy and Traveller population for whom provision was to be made and to monitor progress in meeting need.
- 2.2 Although the duty to provide sites was removed in 1994, the need for local authorities to conduct the count has remained. There are, however, several weaknesses with the reliability of the data. For example, across the country counting practices vary between local authorities, and the practice of carrying out the count on a single day ignores the rapidly fluctuating number and distribution of unauthorised encampments.
- 2.3 Significantly, the count is only of caravans and so Gypsies and Travellers living in bricks and mortar accommodation are excluded. It should also be noted that pitches often contain more than one caravan, typically two or three.
- 2.4 However, despite concerns about accuracy, the count is valuable because it provides the only national source of information about numbers and distribution of Gypsy and Traveller caravans. As such, it is useful for identifying trends in the Gypsy and Traveller population, if not determining absolute numbers.
- 2.5 The DCLG Count includes data concerning both Gypsies and Travellers sites⁹. It distinguishes between socially rented authorised, private authorised, and unauthorised. Unauthorised sites and plots are broken down as to whether they are tolerated by the council or are subject to enforcement action. The analysis in this chapter includes data from January 2014 to January 2016. It distinguishes between socially rented and private authorised sites, and unauthorised.

⁹ . Data regarding Travelling Showpeople is published separately by the DCLG as 'experimental statistics'.

Population

- 2.6 The total Gypsy and Traveller population living in the UK is unknown, with estimates for England ranging from 90,000 and 120,000¹⁰ (1994) to 300,000¹¹ (2006). There are uncertainties partly because of the number of different definitions that exist, but mainly because of an almost total lack of information about the numbers of Gypsies and Travellers now living in bricks and mortar accommodation. Estimates produced for the DCLG suggest that at least 50% of the overall Gypsy and Traveller population are now living in permanent housing.
- 2.7 Local authorities in England provide a count of Gypsy and Traveller caravans in January and July each year for the DCLG. The January 2016 Count (the most recent figures available) indicated a total of 21,306 caravans. Applying an assumed three person per caravan¹² multiplier would give a population of almost 64,000.
- 2.8 Again, applying an assumed multiplier of three persons per caravan and doubling this to allow for the numbers of Gypsies and Travellers in housing,¹³ gives a total population of around 125,000 for England. However, given the limitations of the data this figure can only be very approximate, and is likely to be a significant underestimate.
- 2.9 For the first time, the national census, undertaken in 2011, included the category of 'Gypsy or Irish Traveller' in the question regarding ethnic identity. The 2011 Census suggests there were 1,117 Gypsies and Travellers living in the study area representing around 0.09% of the usual resident population.¹⁴
- 2.10 Figure 2.1 shows the study area's Traveller Caravan Count in the context of nearby authorities. As the chart below shows, there is some variation in the number of caravans in each study area local authority with the lowest recorded in Wolverhampton (52 caravans) and the highest recorded in South Staffordshire (128 caravans).

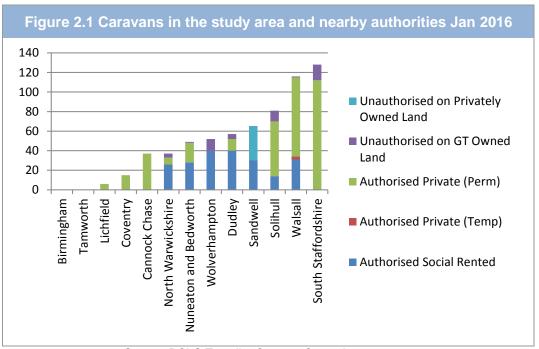
¹⁰ J. P. Liegeois, (1994) *Romas, Gypsies and Travellers* Strasbourg: Council of Europe. This is equivalent to 0.15% to 0.21% of the total population.

¹¹ Commission for Racial Equality, Common Ground Equality, good race relations and sites for Gypsies and Irish Travellers - Report of a CRE inquiry in England and Wales, (Summary), May 2006, pages 3-4.

¹² Pat Niner (2003), op. cit.

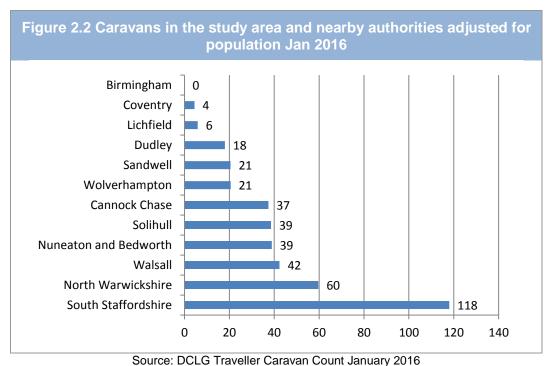
¹³ Ibid.

¹⁴ See ONS 2011 Census Table KS201EW Ethic Group located at: http://www.ons.gov.uk/



Source: DCLG Traveller Caravan Count January 2016

2.11 Similarly, Figure 2.2 shows that when the population is taken into account the density of caravans varies widely. Dudley (18 caravans per 100,000 population), Sandwell and Wolverhampton (both 21 per 100,000 population) are slightly below the average of 31 caravans per 100,000 population. In contrast, Walsall has a slightly higher than average density at 42 caravans per 100,000 population, whilst South Staffordshire displays the highest density at 118 caravans per 100,000 population.



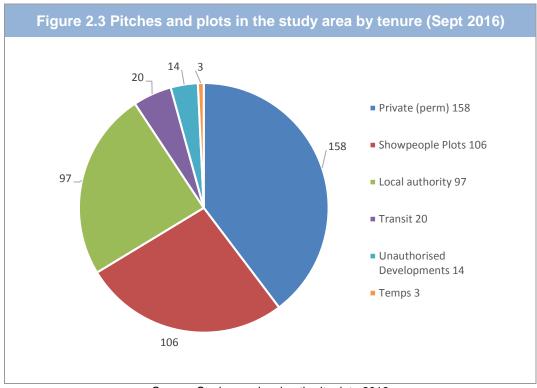
2.12 Table 2.1 shows that the total number of caravans recorded by nearby authorities has remained fairly consistent over the period January 2014 to January 2016. The number of caravans recorded in the study area varies. Of the study area local authorities, Sandwell recorded the smallest number ranging from 26-65 caravans, whilst South Staffordshire recorded the highest numbers, ranging from 117 to 159 caravans. The reason for the increase in number of caravans counted in Walsall by the July 2015 and January 2016 counts is that they, unlike previous counts, include both Gypsy and Traveller, and Travelling Showpeople, caravans.

Table 2.1: DCLG Traveller Caravan Count Jan 2014-Jan 2016					
Authority	Jan 2014	Jul 2014	Jan 2015	Jul 2015	Jan 2016
Birmingham	0	0	0	24	0
Cannock Chase	42	43	41	38	37
Coventry	15	47	15	24	15
Dudley	66	53	66	57	57
Lichfield	4	5	5	20	6
N. Warwickshire	34	40	32	26	37
Nun'ton & Bed'th	88	60	55	55	49
Sandwell	35	26	26	35	65
Solihull	65	63	64	67	81
S. Staffordshire	117	145	159	145	128
Tamworth	0	0	0	0	0
Walsall	51	51	51	106	116
Wolverhampton	40	53	56	49	52
Total	557	586	570	646	643

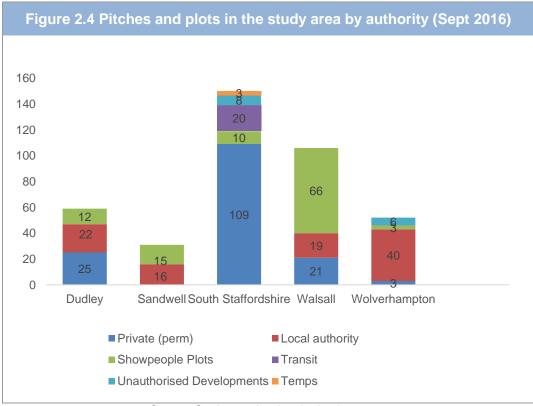
Source: DCLG Traveller Caravan Count January 2016

Pitches and plots in the study area

2.13 The following charts are based on data provided for each district in the study area. Figure 2.3 shows a total provision of 398 pitches and plots across the study area including 158 privately owned pitches, 97 local authority pitches, 106 Travelling Showpeople plots, 20 transit pitches, 14 unauthorised pitches and plots, and 3 pitches with temporary planning permission. Figure 2.4 shows the provision of pitches and plots located in each study area local authority.



Source: Study area local authority data 2016



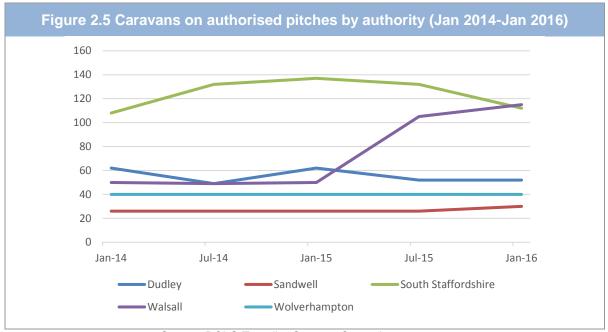
Source: Study area local authority data 2016

DCLG data on authorised sites

2.14 The Traveller Caravan Count data for the study area shows a slightly different composition, primarily because it is based on numbers of caravans rather than numbers of pitches.

There are issues regarding the accuracy of the Traveller caravan count, although it remains the primary source of nationwide comparative data on Gypsy and Traveller caravans. The most recently published Traveller caravan count took place in January 2016.

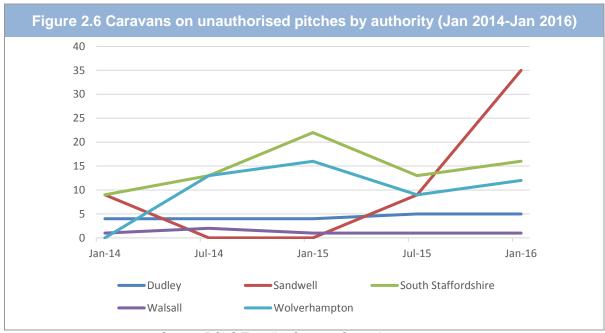
2.15 As seen in Figure 2.5 below, the number of caravans on authorised pitches recorded in the study area by the DCLG Traveller Count remained fairly steady between the period January 2014 to January 2016. The exception is Walsall which recorded an increase in caravans on authorised pitches from 50 In January 2014 to 115 in January 2016. This is because the July 2015 and January 2016 counts include both Gypsy and Traveller, and Travelling Showpeople caravans. However, South Staffordshire consistently recorded the largest number of caravans on authorised pitches until January 2016.



Source: DCLG Traveller Caravan Count January 2016

DCLG data on unauthorised sites

- 2.16 The DCLG count records the number of caravans situated on unauthorised sites within the study area. The DCLG data on unauthorised encampments is of limited accuracy. For example, caravans on unauthorised sites may be more likely to be observed in more populated, urban areas compared with less populated rural areas. However, the data may indicate general trends. The numbers are broken down by district below and include unauthorised caravans on both Gypsy-owned and non-Gypsy land, and which are tolerated (meaning that no enforcement action is currently being taken), and not tolerated.
- 2.17 Figure 2.6 indicates the number of unauthorised caravans throughout the study area over the period January 2014 to January 2016. It shows that the number of unauthorised caravans recorded by the DCLG Traveller Count has increased steadily throughout the period from a total of 23 in January 2014 to 69 in January 2016. In particular, the number of caravans recorded in Sandwell increased from 9 in July 2015 to 35 in January 2016.



Source: DCLG Traveller Caravan Count January 2016

Local authority data on unauthorised encampments

2.18 As previously noted, the DCLG data on unauthorised encampments is of limited accuracy, although it may indicate general trends. The study area and neighbouring local authorities keep more detailed records of unauthorised encampments. Table 2.2 shows the number of unauthorised encampments in the study area and neighbouring local authorities for the period January 2013 to December 2015. The total number of unauthorised encampments recorded by the study area local authorities increased from 92 in 2013 to 167 in 2015. On average, Walsall contained the highest average of unauthorised encampments over the period January 2013 to December 2015 at 48 per annum, the lowest in South Staffordshire at 7 per annum.

Table 2.2: Unauthorised encampments Jan 2013-December 2015					
Authority	2013	2014	2015	Avg.	
Birmingham City Council	22	70	75	56	
Cannock Chase Council	11	8	7	9	
Coventry City Council	26	26	28	27	
Dudley MBC	9	15	29	18	
Sandwell Council	19	29	41	32	
South Staffordshire Council	-	4	9	7	
Staffordshire County Council	27	30	0	19	
Walsall Council	60	15	69	48	
Wolverhampton City Council	4	4	19	9	
Total	178	201	277	219	

Source: Study area local authority data 2016

Travelling Showpeople

- 2.19 Data is also available in the study area from local authority planning data showing provision for Travelling Showpeople. In total the study area contains 106 authorised plots. The cultural practice of Travelling Showpeople is to live on a plot in a yard in static caravans or mobile homes, along with smaller caravans used for travelling or inhabited by other family members (for example, adolescent children). Their equipment (including rides, kiosks and stalls) is usually kept on the same plot.
- 2.20 It should consequently be borne in mind that the amount of land needed to live on is greater than for Gypsies and Travellers. For clarity, we refer to Travelling Showpeople 'plots' rather than 'pitches', and 'yards' rather than 'sites' to recognise the differences in design.

Summary

- 2.21 There are two major sources of data on Gypsy and Traveller numbers in the study area the national DCLG Traveller Caravan Count, and local authority data. The DCLG count has significant difficulties with accuracy and reliability. As such, it should only be used to determine general trends. Also, although the needs assessment is based on pitch targets as required by PPTS, it is important to consider the DCLG Traveller Caravan Count, which records caravan data registered by local authorities.
- 2.22 There is some variation in the number of caravans in each study area local authority with the lowest recorded in Wolverhampton (52 caravans) and the highest recorded in South Staffordshire (128 caravans). The number of caravans on authorised pitches recorded in the study area by the DCLG Traveller Count remained fairly steady between the period January 2014 to January 2016. The exception is Walsall which recorded an increase in caravans on authorised pitches from 50 In January 2014 to 115 in January 2016. This is due to pre-July 2015 figures counting only Gypsy and Traveller caravans, whilst the July 2015 and January 2016 figures include both Gypsy and Traveller, and Travelling Showpeople, caravans.
- 2.23 When population is taken into account the density of caravans varies widely. Dudley (18 caravans per 100,000 population), Sandwell and Wolverhampton (both 21 caravans per 100,000 population) and are slightly below the average of 31 caravans per 100,000 population. In contrast, Walsall has a slightly higher than average density at 42 caravans per 100,000 population, whilst South Staffordshire displays the highest density at 118 caravans per 100,000 population.
- 2.24 The data indicates shows a total provision of 398 pitches and plots across the study area including 158 privately owned pitches, 97 local authority pitches, 106 Travelling Showpeople plots, 20 transit pitches, 14 unauthorised pitches and plots, and 3 pitches with temporary planning permission.

2.25 The number of caravans on unauthorised sites throughout the study area recorded by the DCLG Traveller caravan count has increased steadily over the period January 2014 to January 2016. The total number of unauthorised encampments recorded by the study area local authorities increased from 92 in 2013 to 167 in 2015. On average, Walsall contained the highest average of unauthorised encampments over the period January 2011 to December at 48 per annum, the lowest in South Staffordshire at 7 per annum.

3. Stakeholder consultation

Introduction

- 3.1 Consultations with a range of stakeholders were conducted in September 2016 and March 2017 to provide in-depth qualitative information about the accommodation needs of Gypsies and Travellers and Travelling Showpeople. The aim was to obtain both an overall perspective on issues facing Gypsies and Travellers and Travelling Showpeople, and an understanding of local issues that are specific to the study area.
- 3.2 In recognition that Gypsy and Traveller and Travelling Showpeople issues transcend geographical boundaries and the need to cooperate a focus group, and email and telephone consultation was undertaken with stakeholders and representatives from the partner local authorities, as well as neighbouring local authorities including District council officers with responsibility for Gypsy and Traveller and Travelling Showpeople issues, police, planning policy officers, planning officers, housing strategy officers, enforcement officers, representatives from Federation of Gypsies and Travellers and Travelling Showpeople Guild.
- 3.3 Themes covered in the interviews included: the need for additional provisions and facilities; travelling patterns; the availability of land; accessing services; and work taking place to meet the needs of Gypsies and Travellers and Travelling Showpeople. This chapter presents brief summaries of the focus group and telephone discussions with stakeholders and highlights the main points that were raised.

Accommodation

3.4 Generally, the main issue regarding Gypsies and Travellers and travelling Showpeople residing on permanent sites/yards is the growth of family units which leads to overcrowding and demand for more sites. Stakeholders spoke of how existing sites /yards are fully occupied with some overcrowding leading to the need for the expansion of existing sites / yards or the provision of new sites yards. There was agreement that there is need for more provision. According to one stakeholder:

We only have private sites, with no appetite amongst the existing community to reside on public sites. Existing sites have the greatest need to expand. We have little turnover which can artificially inflate need. There is anecdotal evidence that even when a pitch does become available, it is effectively reserved for specific family members.

3.5 In relation to Showpeople accommodation, one stakeholder spoke of a "desperate need" for more plots in the study area, particularly in Dudley and Sandwell areas, due to high levels of overcrowding on existing yards. This is due to the adult children of existing families being forced to remain on existing plots due a lack of alternative accommodation.

- 3.6 There is a mixture of a growing retired population of Travelling Showpeople living on the yards, needing to live near their family for help and support, and growing, working families in need of more living, storage, and maintenance space.
- 3.7 The Travelling Showperson stakeholder commented on how families across the study area have tried to buy land to develop, but due to high prices or sellers changing their minds once they discover it is a Travelling Showpeople family wanting to buy it, families have been unable to develop new yards.
- 3.8 It was commented on how Travelling Showpeople families are finding it difficult to maintain and store equipment due to lack of space. As such, they are forced to find land further afield to store equipment. The stakeholder commented on how the land is often unsuitable, unsafe, costly and some distance from where the families live. He commented on how families need to have their equipment with them i.e. where they live.
- 3.9 According to the stakeholder, the main difficulty is identifying and affording land suitable for development. Families have limited money to purchase land whilst prices are increasing. The stakeholder spoke of how most unused land in the area that is for sale usually has planning permission for housing a factor which leads to higher prices. This even relates to land which may have had planning permission for new housing for over twenty years but has yet to be developed.
- 3.10 Stakeholders discussed the difference between accommodation demand and need and how these are often conflated. One commented on how previous GTAAs have not always successfully discerned between demand and need leading to double-counting. Stakeholders spoke about the need for more pitches/plots in respective areas, the need for expanding existing sites/yards, and how families want to stay together. They also commented that risk of conflict means that sites/yards should not be too large
- 3.11 Stakeholders reflected on the need for different sizes of pitches/plots and sites/yards: "there is no panacea and that whilst on one level this is right as different people have different needs, this can lead to confusion as to gauging the level of need".
- 3.12 Stakeholders discussed the complexity of the Travelling community: "it is such a complex community with all sorts of different problems with different relationships with different families". Cultural differences, not only between Romany Gypsy and Irish Travellers, but also between individual families, were acknowledged.
- 3.13 Some stakeholders suggested that it is preferable to have separate provision for Romany Gypsies and Irish Travellers. However, it was acknowledged that this meant that the accommodation needs of some families may not be met if their ethnic identity differed from families already occupying a particular site. One stakeholder suggested that the solution was to ensure that there was sufficient accommodation provision for all Gypsy and Traveller families.

- 3.14 Stakeholders agreed that it can be very difficult to measure or estimate the number of Gypsy and Traveller families living in bricks and mortar accommodation. They spoke about limited awareness of Gypsy and Traveller families residing in housing, and acknowledged that there are clear gaps in information. They spoke of how families living in bricks and mortar accommodation were likely to constitute 'hidden demand'.
- 3.15 It was acknowledged that whilst some families adapted well to living in bricks and mortar accommodation some struggled. In particular, families with children attending school may resort to hiding their identity in order to avoid bullying and harassment. It was noted that Gypsy and Traveller children living in bricks and mortar accommodation were more likely to attend secondary school compared to those living on sites.
- 3.16 Similarly, Gypsy and Traveller families living in bricks and mortar accommodation may not identify themselves as such to avoid discrimination when trying to gain employment. However, even when living in bricks and mortar accommodation travelling was important for families.
- 3.17 One stakeholder spoke about how some Gypsies and Travellers would prefer live on site but reside in bricks and mortar accommodation to avoid social stigma and to improve the health and education opportunities of children.
- 3.18 Stakeholders discussed the number of short-term unauthorised encampments from groups who are passing through the area or visiting family but state that they have no need for accommodation in the borough.

Transit provision and travelling patterns

- 3.19 The need for new provision of transit sites was discussed. It was felt that a lack of transit provision can lead to unauthorised encampments. Stakeholders discussed travelling patterns. It was suggested that travelling is an integral aspect of the Gypsy and Traveller and Travelling Showpeople communities. They commented on how travelling is a key element of life for Travelling Showpeople primarily due to their work. In relation to Gypsies and Travellers, they commented on how families will travel irrespective of whether they live by the roadside, on sites, or in bricks and mortar accommodation. The main reasons for travelling for Gypsy and Traveller families were deemed to be close to friends and family, for employment reasons, for holidays, and for cultural reasons i.e. to reinforce cultural identity.
- 3.20 Stakeholders agreed it can be difficult to determine travelling routes although there was acknowledgment that these transcend local authority boundaries. They spoke about families travelling through the area to visit family and friends. There are some families who continually travel throughout the study area although have no need for permanent accommodation. The same families are regularly moved on by enforcement officers.

- 3.21 According to stakeholders the main travelling groups in Sandwell are Irish Travellers who tend to travel between the Black Country and Birmingham. Another stated that Gypsies and Travellers in Shropshire regularly use main connecting transit corridors such as the A41, M54/A5, and A454. They stated that the A41/A49 is particularly used by Gypsies and Travellers in Shropshire.
- 3.22 Stakeholders spoke of how since the DCLG August 2015 change in definition they have experienced an increase in unauthorised encampments. It was suggested that if Gypsies and Travellers did not have to prove that their status they would not travel so much. Neither would they set up encampments in areas where they are more likely to get moved on in order to demonstrate a Gypsy or Traveller status.
- 3.23 Stakeholders commented on the need for more council owned transit provision as current provision is privately owned. According to one stakeholder: "there should be more transit sites to assist with movement of families and turnover however all our sites are private and are governed and controlled by individuals". Some stakeholders spoke about how have private transit sites in their respective areas: "but these are not helpful as they are only used by people site owners are happy to let on".
- 3.24 South Staffordshire commented on having some registered transit pitches on existing sites and that these helped to minimise the level of unauthorised encampments. They commented on how most transiting Gypsy and Traveller families are visiting families on sites and are unable to access transit provision. It was suggested that the number of unauthorised encampments in the study area confirms the need for additional transit provision. It was suggested that it is difficult to determine the extent of need and that this would best be achieved by obtaining proof of previous addresses, locations etc. However, it was acknowledged that this type of information can be very difficult if not impossible to obtain. Some stakeholders expressed concern about transit sites being used as permanent accommodation.

Barriers

- 3.25 There was discussion of political barriers to the provision of new sites. In particular, national planning policy was regarded as encouraging a negative attitude to new provision. This sometimes impacted on elected members' attitudes towards new provision. The media, both nationally and locally, was also regarded as playing a negative role in determining public and political attitudes towards Gypsies and Travellers. Planning policies were seen as leading to limitations and barriers to new sites and are: "full of contradictions".
- 3.26 Some stakeholders commented on how Green Belt areas were regarded as being the most desired locations by the Gypsy and Traveller and Travelling Showpeople community despite being in unsustainable or remote locations. One stakeholder spoke of how the main issue they face is finding available land i.e. landowners willing to sell land for new provision, although all their existing sites lie within the Green Belt.

- 3.27 Stakeholders commented on the issues and problems caused by the DCLG August 2016 definition: "not only on the increased level of unauthorised encampments but also in terms of providing new sites". It was suggested that "the definition shouldn't change anything. It is just how it is interpreted and how some are too ready to use it against Gypsies and Travellers".
- 3.28 The extent to which being a Gypsy and Traveller reflected not just traveling but also cultural identity was discussed. It was agreed that being a Gypsy or Traveller influences how they live, interact, and communicate.
- 3.29 It was stated that negative articles in the national and local press contribute towards public attitudes towards the Gypsy and Traveller community. Whilst the press frequently publishes negative stories about the Gypsy and Traveller community, they rarely publish positive ones. Importantly, it was suggested that it takes considerable time for local authorities to build a good relationship with the Gypsy and Traveller community, and negative press articles hinder the process. The language sometimes used by both members of the public, and local government officers and elected members, in relation to the Gypsy and Traveller community is unhelpful. However, relations between the Travelling Showpeople and settled communities tends to be better as they are perceived as providing a service.
- 3.30 Stakeholders commented on how the public sometimes regard Gypsies and Travellers as 'invading' local spaces and how they often hold preconceived notions of Gypsies and Travellers including a perceived association with an increase in crime. Stakeholders noted that they are aware of some Gypsies and Travellers undertaking anti-social behaviour, including some taking place on sites.
- 3.31 Stakeholders commented on how central government can help improve relations between the Gypsy and Traveller, Travelling Showpeople and settled, communities by supporting integration programmes and making better use of data to determine the future needs of the Gypsy and Traveller and Travelling Showpeople community.

Cooperation and communication

- 3.32 According to stakeholders they are currently working towards improving partnership working between departments, although this is frequently "a work in progress". It was commented on how there needs to be better information sharing between local authorities and a standard approach to unauthorised encampments. It was agreed to be advantageous for there to be Gypsy and Traveller enforcement and liaison officers in each local authority area, although there needs to be better communication between them.
- 3.33 The West Midlands police are in the process of determining an approach to unauthorised encampments. The Black Country local authorities are also in the process of developing a shared protocol. However, it was stated that local authority officers and departments need to better coordinate and communicate. According to one stakeholder, it was both insightful hearing a Gypsy talk about their experiences at a conference last year and emphasised the

need for a more balanced approach to the community. In contrast, one stakeholder spoke about how he felt "on his own" dealing with Gypsy and Traveller issues. It was suggested it would be useful for the Black Country Gypsy and Traveller liaison officers to become members of the national federation, especially as this would improve communication between them.

3.34 It was suggested that Gypsies and Travellers and Travelling Showpeople are a "very hard to reach" group although it was acknowledged that some members of the community prefer it this way. Whilst government policies may lead to conflict between the Gypsy and Traveller, and settled communities, there is a lack of central government funding to help facilitate better relations between the two communities. It was acknowledged that there can sometimes be a conflict between the need to support the Gypsy and Traveller community and enforce evictions from unauthorised encampments. Finally, the stakeholders agreed that "we are all learning and need to learn more".

Duty to cooperate and cross-border issues

- 3.35 The duty to cooperate was created in the Localism Act 2011, and amends the Planning and Compulsory Purchase Act 2004. It places a legal duty on local planning authorities, county councils in England and public bodies to engage constructively, actively and on an ongoing basis to maximise the effectiveness of Local Plan preparation relating to strategic cross boundary matters.
- 3.36 Local authorities are required to work together to prepare and maintain an up-to-date understanding of the likely permanent and transit accommodation needs for their areas. They should also consider the production of joint development plans to provide more flexibility in identifying sites, particularly if a local planning authority has special or strict planning constraints across its area.
- 3.37 All study area and neighbouring the local authorities are working towards liaising more closely to coordinate responses to the needs of Gypsy and Traveller and Travelling Showpeople families. They commented on how a closer working relationship is needed and should be formalised. Close liaison working is currently dependent on individuals and who they know. A cross boundary Traveller Liaison Officer would aid communication.
- 3.38 Stakeholders spoke about how local authorities can be insular and only those authorities who share borders tend to work together. Even then, there is a tendency for local authorities to liaise only with neighbouring authorities within the same county. Also, cooperation tends to be on an informal basis. Some neighbouring authority officers, primarily those not sharing a boarder, stated that they have no cross borough issues relating to the provision of Gypsy and Traveller and Travelling Showpeople accommodation. The others commented on the need for better cross boundary working and better working between departments and agencies within local authorities.

- 3.39 Stakeholders from the study area local authorities and neighbouring authorities commented that improving the partnership working between their respective departments continues to be a "work in progress". They also commented on how there needs to be better information sharing and an agreed approach to unauthorised encampments across local authorities.
- 3.40 The Gypsy and Traveller enforcement and/or liaison officers in each of the local authorities primarily work independently from one another. They coordinate and liaise with officers within their respective authority, but not across boundaries. Officers from across the Black Country and neighbouring authorities commented on a need for a more coordinated approach to Gypsy and Traveller issues. This would involve officers liaising, sharing information, meeting regularly, and communicating more regularly. Some commented how in other areas the Gypsy and Traveller enforcement/liaison officers are members of the National Association of Gypsy and Traveller Officers (NAGTO), This provides a more effective and beneficial coordinated and collaborative approach. Some spoke about the regional dimension to cross-border working on Gypsy and Traveller issues. The process of collaboration needs to go beyond these officers and include all relevant planning, housing officers etc. and for the process to be embedded into policies and practices.
- 3.41 It was suggested that not only are responses to the needs of Gypsy and Traveller and Travelling Showpeople families across boundaries fragmented and require better communication and coordination between local authorities and agencies, but also within local authorities and between departments. This would involve local authority housing and planning officers as well representatives from e.g. education departments, health service providers or social workers. Not coordinating responses between and within local authorities leads to higher costs. It was commented on both officers across departments and elected members need to be aware of national and local policies, procedures, and legal issues regarding Gypsies and Travellers and Travelling Showpeople.
- 3.42 The police are currently in the process of developing a Black Country-wide initiative to bring key agencies and policies and processes together. Officers spoke of how the disjointed approach is impacting on their work. The police, for example, commented on how they have to adapt their approach constantly depending upon the local authority they are working with, and that they feel that there urgently needs a coordinated approach, with them sharing the same approach to addressing the needs of Gypsies and Travellers and approaches when addressing unauthorised encampments.
- 3.43 Officers commented on how key barriers to the delivery of sites continues to be political opposition and issues around green belt land. Some authorities commented on how existing sites lie in green belt areas, whilst others commented on difficulty providing sites as available land is primarily restricted to green belt areas. According to one officer: "the main issue we face at present in meeting this need is finding available land i.e. landowners willing to sell land for Gypsy, Traveller and Travelling Showpeople provision, and all of our existing sites lie within the Green Belt".

3.44 Finally, some authorities commented on how transit provision is needed due to high and increasing levels of unauthorised encampments. It was suggested that Gypsies and Travellers tend to transit along the A41, M54/A5, A454 to and from adjoining local authority areas. The A41/A49 is particularly used by Gypsies and Travellers in Shropshire. It was commented on how families often travelling across and within authorities. Enforcement officers and the police commented on how they evict a family or group from one location, and then are asked by the same or a neighbouring another authority to move the same family or group.

Summary

- 3.45 The focus groups and interviews with key stakeholders offered important insights into the main issues faced by Gypsies and Travellers and Travelling Showpeople within the study area. It was generally acknowledged that there is a lack of accommodation provision throughout the study area. Generally, the main issue regarding Gypsies and Travellers and Travelling Showpeople residing on permanent sites/yards is the growth of family units which leads to overcrowding and demand for more sites. However, in order to avoid conflict between families, sites/yards should not be too large.
- 3.46 Stakeholders acknowledged the needs of Gypsies and Travellers living in bricks and mortar accommodation. Stakeholders agreed that it is very difficult to measure or estimate the number of Gypsy and Traveller families living in bricks and mortar accommodation. One proposed solution was to ensure that there is a 'Gypsy and Traveller' category on local authority monitoring forms.
- 3.47 It was acknowledged that travelling for work is a fundamental characteristic of both Travelling Showpeople and the Gypsy and Traveller community. They commented on how Gypsy and Traveller families will travel irrespective of whether they live by the roadside, on sites, or in bricks and mortar accommodation. It can be difficult to determine travelling routes although there was acknowledgment that these transcend local authority boundaries. A lack of transit provision can lead to unauthorised encampments. The DCLG August 2015 change in definition has led to an increase in unauthorised encampments. There is a need for more council owned transit provision as current provision is privately owned.
- 3.48 National policy was regarded as discouraging the provision of new permanent sites. Negative public attitudes towards Gypsies and Travellers as well as the attitudes of some local government officers and elected members was also regarded as impacting on the provision of new sites. Negative press articles can hinder attempts to build a good relationship between local authorities and the Gypsy and Traveller community. More central government funded integration programmes would help improve relations between local authorities and the Gypsy and Traveller community.
- 3.49 The GTAA partner authorities are currently working towards improving partnership working. Whilst it is advantageous for there to be Gypsy and Traveller enforcement and liaison

officers in each local authority area, there needs to be better communication between them. The West Midlands police are in the process of determining an approach to unauthorised encampments. The Black Country local authorities are also in the process of developing a shared protocol.

3.50 To summarise, the focus group provided a wealth of qualitative data on the accommodation needs of Gypsy and Traveller and Travelling Showpeople families. There is evidence that accommodation need within the area has not yet been fully met although there was agreement about the need for more sites, yards and transit provision sites. Despite barriers it is apparent that there is a need to consider alternative means of providing Gypsy and Traveller and Travelling Showpeople accommodation.

4. Gypsy and Traveller accommodation need

Introduction

- 4.1 This chapter presents the detailed technical calculation of the Gypsy and Traveller and Travelling Showpeople needs assessment. The model used is based on the example given in the DCLG Guidance. General comments on the findings are contained in Chapter 5.
- 4.2 The chapter contains the following sections:
 - Requirements for residential pitches 2016-2021: summary
 - Requirement for residential pitches 2016-2021: steps of the calculation
 - Requirements for transit pitches /negotiated stopping arrangements: 2016-2036
 - Requirement for residential plots 2016-2021: summary
 - Requirements for residential plots 2016-2021: steps of the calculation
 - Requirements for residential plots 2021-2036

Requirement for residential pitches 2016-2021: summary¹⁵

- 4.3 The need for additional residential pitches in the study area is assessed according to a 15-step process, based on the model suggested in DCLG (2007) guidance and supplemented by data and information provided by the local authorities. The calculations are based on secondary data. Future needs are largely determined by the current Gypsy and Traveller population. As such, local authorities such as South Staffordshire which currently contain the largest number of sites are likely to have the greatest need.
- 4.4 A substantial proportion of need derives from families residing in bricks and mortar accommodation displaying psychological aversion e.g. feelings of depression, stress or claustrophobia. Although primary-based GTAAs undertaken using surveys determine the proportion of households residing in bricks and mortar accommodation, this can be difficult using secondary methods. As such, the calculations below show needs based on including and excluding that derived from psychological aversion.
- 4.5 The results are shown in Table 4.1 below (the needs in brackets exclude psychological aversion), while the subsequent section contains explanations of the sourcing and calculation of figures for each step. The overall need for the period 2016-2021 is for 75 additional pitches (including psychological aversion), and 49 additional pitches (excluding psychological aversion) (please note that the accommodation needs summary tables for individual local authorities are contained in Appendix 1).

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¹⁵ Due to rounding column totals may differ slightly from row totals

Table 4.1 Estimate of the need for permanent residential site pitches, 2016-2021	With psycho. aversion	Without psycho. aversion
Current occupied permanent residential site pitches	249	249
Current residential supply		
2) Number of unused residential pitches available	6	6
3) Number of existing pitches expected to become vacant through mortality 2016-2021	7	7
4) Number of family units on sites expected to leave the study area in next 5 years	0	0
5) Number of family units on sites expected to move into housing in next5 years	0	0
6) Residential pitches planned to be built or to be brought back into use 2016-2021	38	38
7) Additional supply generated by movement within the stock	37	37
8) Less pitches with temporary planning permission	3	3
Total Supply	85	85
Current residential need: Pitches		
9) Family units (on pitches) seeking residential pitches in the area, 2016- 2021	37	37
10) Family units on unauthorised encampments requiring residential pitches in the area	10	10
11) Family units on unauthorised developments requiring residential pitches in the area12) Family units currently overcrowded on pitches seeking residential	20	20
pitches in the area, excluding those containing an emerging family unit	25	25
13) New family units expected to arrive from elsewhere14) New family formations expected to arise from within existing family	0	0
units on sites	42	42
Total Need	134	134
Current residential need: Housing		
15) Family units in housing but with a psychological aversion to housed		
accommodation	26	0
Total Need	160	134
Balance of Need and Supply		
Total Additional Pitch Requirement	75	49
Annualised Additional Pitch Requirement	15	10

Requirement for residential pitches, 2016-2021: steps of the calculation

- 4.6 The calculations depend on base information derived from the GTAA using data corroborated by local authorities in the study area. The key variables used to inform the calculations include:
 - The number of Gypsies and Travellers housed in bricks and mortar accommodation
 - The number of permanent authorised Gypsy and Traveller pitches
 - The number of occupied permanent authorised Gypsy and Traveller pitches
 - The number of families residing on unauthorised encampments (please note that these are not existing unauthorised encampments, but are an average derived from historic records)
 - The number of unauthorised developments
 - The number of temporary pitches
 - The number of vacant pitches
 - The number of planned or potential new pitches
 - The number of transit pitches

Table 4.2 Base data used for Gypsy and Traveller need calculations (2016)									
	Housed G&Ts	Authorised Pitches	Occupied Authorised Pitches	Unauth Encamp	Unauth Dev	Vacant Pitches	Transit Pitches	Potential Pitches	Temp Pitches
Dudley	47	47	47	14	0	0	0	6	0
Sandwell	16	16	16	31	0	0	0	10	0
S. Staffs	109	109	103	7	14*	6	20	0	3
Walsall	40	40	40	39	0	0	0	2	0
Wolver'n	43	43	43	9	6	0	0	20	0
Total	255	255	249	100	20	6	20	38	3

Source: Black Country & South Staffs GTAA 2016

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

Supply of pitches 2016-2021

Step 1: Current occupied permanent residential site pitches

4.8 Based on information provided by the respective Councils. There are currently 249 occupied permanent authorised Gypsy and Traveller pitches in the study area. These pitches are owned by local authorities (97 pitches) or privately (152 pitches).

Step 2: Number of unused residential pitches available

4.9 According to the local authorities in September 2016 there were a total of 6 vacant pitches on authorised sites in the study area (located in South Staffordshire).

^{*} As at November 2016

Step 3: Number of existing pitches expected to become vacant, 2016-2021

4.10 This is calculated using mortality rates as applied in conventional Housing Needs Assessments. However, the figures for mortality have been increased in accordance with studies of Gypsy and Traveller communities suggesting a life expectancy approximately 10 years lower than that of the general population. It should be noted that a lack of more recent research regarding the mortality rates of Gypsies and Travellers, and the relatively small size of the population, make it difficult to estimate.

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

4.11 It is difficult to determine the movement of families using secondary data only. As such, the percentage for assessment is 0%.

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

4.12 Previous primary based GTAAs undertaken by *RRR Consultancy Ltd* have shown that very few families residing on sites want to reside in bricks and mortar accommodation. Those that do tend to do so due to a lack of suitable, alternative site accommodation. However, as It is difficult to determine the movement of families using secondary data only, the percentage for assessment is 0%.

Step 6: Residential pitches planned to be built or brought back into use, 2016-2021

4.13 This is determined by local authority data. There are a total of 38 new pitches in the study area expected to be built or brought back into use during the period 2016-2021. It is important to note that if these 38 are not built or brought into use during the first five years, this will increase the need by 38 (an increase of up to 6 for Dudley, 10 for Sandwell, 2 for Walsall and 20 for Wolverhampton).

Step 7: Additional supply generated by movement within the stock

4.14 This figure, although not included in the DCLG model, allows for the fact that movement of families within the study area (step 9) not only generates demand/need but also supply i.e. when households move within the existing stock. This generates a total supply of 37 pitches.

Step 8: Pitches with temporary planning permission

4.15 This is determined by local authority data. It is assumed families living on pitches whose planning permission expires within the period 2016-2021 will still require accommodation within the study area. In November 2016 there were currently 3 pitches with temporary planning permission located in South Staffordshire.

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¹⁶ E.g. L. Crout, *Traveller health care project: Facilitating access to the NHS*, Walsall Health Authority, 1987. NB: For Travelling Showpeople, the standard mortality rate is used.

Need for pitches 2016-2021

Step 9: Family units on pitches seeking residential pitches in the study area 2016-2021

4.16 Guidance suggests that those moving from pitch to pitch should be included in the need section. The supply also generated by this is taken into account in step 7. Previous GTAAs undertaken by *RRR Consultancy Ltd* suggest that on average over a 5-year period around 15% of families seek to move within a study area. This generates a total need of 37 pitches in the Black Country and South Staffordshire study area.

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

- 4.17 Guidance (DCLG 2007) indicates that it should be considered whether alternative accommodation is required for families living on unauthorised encampments.
- 4.18 It is assumed that those families who are consistently moving around the study area are in need of permanent accommodation. It is important to note that only Gypsies and Travellers requiring permanent accommodation within the study area have been included in this calculation transiting Gypsies and Travellers are included in separate calculations.
- 4.19 Previous GTAAs undertaken by *RRR Consultancy Ltd* suggest that on average around 20% of all unauthorised encampments in any given area are undertaken by around one third of families. However, from data and information provided by the local authorities, that a very small proportion of those on unauthorised encampments are in need of accommodation locally, the percentage for the assessment is 10%. This results in a need of 10 pitches.

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

4.20 This was determined by local authority data. The guidance also indicates that the accommodation needs of families living on unauthorised developments for which planning permission is not expected must be considered. Regularising families living on their land without planning permission would reduce the overall level of need by the number of pitches given planning permission. A need of 20 pitches currently arises from unauthorised developments within the study area (14 in South Staffordshire and 6 in Wolverhampton). The unauthorised developments in South Staffordshire are those in Green Belt areas which are currently under appeal.

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

4.21 Guidance indicates that those on overcrowded pitches should be provided with pitches of an adequate size. Households which also contain a newly formed family unit that has not yet left are excluded. This is because it is assumed that once the extra family unit leaves (included in the need figures in step 14) their accommodation will no longer be overcrowded. 4.22 Previous GTAAs undertaken by *RRR Consultancy Ltd* suggest that on average around 10% of households are overcrowded at any given time. The calculations suggest that there is a need for 25 pitches in the study area to resolve overcrowding over the period 2016-2021. This can be addressed over the plan period, either through new pitches or met by larger existing pitches subject to planning permission.

Step 13: New family units expected to arrive from elsewhere

4.23 In the absence of any data derivable from secondary sources on the moving intentions of those outside the study area, it is assumed that the inflow of Gypsies and Travellers into the area will be equivalent to the outflow i.e. 0 pitches over the period 2016-21 (based on 0%).

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

4.24 The number of individuals needing to leave pitches to create new family units was estimated from previous GTAAs. It is estimated that 15% of families requiring future accommodation will result in the formation of 42 new households requiring residential pitches during the 2016-2021. Please note that this calculation assumes that families residing on unauthorised encampments and developments who require permanent accommodation may also contain newly forming families.

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

- 4.25 As stated throughout this GTAA it can be difficult to estimate numbers of Gypsy and Traveller households. However, Shelter (2008) estimate that between one-half to two-thirds of the Gypsy and Traveller population are currently in bricks-and mortar housing.
- 4.26 Based on this and data and information provided by the local authorities, a ratio of 1:1 was used to determine the number of Gypsy and Traveller households residing in bricks and mortar accommodation (i.e. one family residing on a site equating to one families residing in bricks and mortar accommodation). This is then followed by estimating the proportion of which suffer from psychological aversion to housed accommodation. Again, previous GTAAs undertaken by RRR Consultancy Ltd suggest that at any given period around 10% of Gypsy and Traveller households residing in bricks and mortar accommodation experience psychological aversion. This leads to an estimated need for 26 pitches in the study area.
- 4.27 However, given that it is difficult to estimate numbers of Gypsy and Traveller households, the balance of need and supply figures both consider net need which both include and exclude need deriving from psychological aversion.

Balance of Need and Supply

4.28 From the above the Total Additional Pitch Requirements are calculated by deducting the supply from the need.

Net need (including need deriving from psychological aversion):

- Total Supply (not including existing occupied provision) = 85
- Total Need (including psychological aversion) = 160
- Total Additional Pitch Requirement = 160 85 = 75 pitches

Net need (excluding need deriving from psychological aversion):

- Total Supply (not including existing occupied provision) = 85
- Total Need (excluding psychological aversion) = 134
- Total Additional Pitch Requirement = 134 85 = 49 pitches

Requirements for transit/emergency stopping places: 2016-2021

- 4.29 As noted in Chapter 2, the total number of unauthorised encampments recorded by the study area local authorities increased from 92 in 2013 to 167 in 2015. On average, Walsall contained the highest average of unauthorised encampments over the period January 2013 to December at 48 per annum, the lowest in South Staffordshire at 7 per annum. In relation to current provision, there are currently a total of 20 private transit pitches all located in South Staffordshire. Inconsistencies regarding the types of data recorded mean that it is not possible to undertake a comprehensive analysis of unauthorised encampments throughout the study area. Whist all the authorities keep records, only Sandwell Council, South Staffordshire Council and Walsall Council keep detailed records of unauthorised encampments such as location, length of stay and number of vehicles.
- 4.30 One means of determining the amount of transit provision required is to multiply the number of caravans on each unauthorised encampment by the number of days each encampment lasts. This results in a 'caravan days' figure which can be used to determine an average daily number of unauthorised caravans. Analysis of the Sandwell Council records indicate an average daily unauthorised caravan figure of 13 caravan days, whilst analysis of the South Staffordshire records indicates an average daily unauthorised caravan figure of 11 caravan days. It is recommended that there is transit provision which takes the form of each authority having their own corporate policy to enable them to put in place negotiated stopping places with transiting families as and when they arrive.

Requirement for residential pitches 2021-2026: summary

4.31 Considering future need it assumed that those families with psychological aversion will move onto sites within a 5-year period. As such, only natural population increase, mortality, and movement into and out of the study area need be considered. The base figures regarding pitches on sites at the end of the first 5-year period are shown in Table 4.3 below (the figures in brackets show the base figures if need deriving from psychological aversion is excluded from the calculations). Please note that where there is a negative need for pitches during the period 2016-2021 e.g. Sandwell – it is assumed that the number of pitches will remain the same as the 2016 base i.e. 16 pitches.

Table 4.3 Base figures for pitches as at 2021 assuming all need is met for 2016-2021							
	2016 Base	Change 2016-2021	2021 Base				
Dudley	47	11 (6)	58 (53)				
Sandwell	16	-1 (-3)	16 (16)				
S. Staffs	109	48 (37)	157 (146)				
Walsall	40	15 (11)	55 (51)				
Wolverhampton	43	2 (-2)	45 (43)				
Total	255	75 (49)	330 (303)				

- 4.32 The Black County GTAA (2008) used a figure of 3% per annum compounded over a 5-year period to determine future household growth. However, in March 2014 Brandon Lewis (Parliamentary Under Secretary of State within the Department for Communities and Local Government) confirmed that the 3% household growth rate does not represent national planning policy. Alternatively, it is suggested that an annual household growth rate of between 1.5% to 2.5% is more appropriate¹⁷.
- 4.33 As such, an annual household growth rate of 2% per annum equating to a 5-year rate of 10.4% is used to determine future household growth. The rate of new family unit formation is likely to vary between sites and housing due to differing household types found in each type of accommodation. However, due to projected movements between these accommodation types in 2016-2021 it is considered more appropriate to use the same rate for households residing on both sites and in housing. It is expected that these rates are likely to continue during the period 2021-2036. Table 4.4 shows the projected need for the 5-year period 2021-2026 (the figures in brackets show the base figures if need deriving from psychological aversion is excluded from the calculations).

¹⁷ Professor Philip Brown, Sustainable Housing & Urban Studies Unit (SHUSU), University of Salford, *Advice for Warwick District Council on household formation relating to Gypsy and Traveller pitches*, October 2015.

Table 4.4 Estimate of the need for residential pitches 2021-2026							
	With psycho.	Without psycho. aversion					
1) Estimated pitches occupied by Gypsies and Travellers	330	304					
Supply of pitches	'						
2) Pitches expected to become vacant due to mortality 2021-20263) Number of family units on pitches expected to move out of the study area	9	9					
2021-2026	0	0					
Total Supply	9	9					
Need for pitches							
4) Family units moving into the study area (100% of outflow)5) Newly forming family units	0 34	0 32					
Total Need	34	32					
Additional Need							
Total additional pitch requirement, 2021-2026	25	23					
Annualised additional pitch requirement	5	5					

Table 4.5: Summary of Gypsy and Traveller and pitch needs 2016-36								
Period	2016-2021	2021-26	2026-2031	2031-2036	Total			
Dudley	11 (6)	4 (4)	5 (4)	5 (5)	25 (19)			
Sandwell	-1 (-3)	1 (1)	1 (1)	1 (1)	2 (0)			
S. Staffs	48 (37)	12 (11)	13 (12)	14 (13)	87 (73)			
Walsall	15 (11)	4 (4)	5 (4)	5 (5)	29 (24)			
Wolverhampton	2 (-2)	3 (3)	4 (4)	4 (4)	13 (9)			
Total	75 (49)	24 (23)	28 (25)	29 (28)	156 (125)			

Source: Black Country & South Staffs GTAA 2016

Travelling Showpeople Accommodation Needs

Requirement for residential plots 2016-2021: summary

4.34 The need for residential plots in the study area is assessed according to a 14-step process, based on the model suggested in DCLG (2007) guidance and supplemented by data provided by the local authorities and previously undertaken GTAAs. The results of this are shown in the Tables below, while the subsequent section contains explanations of the sourcing and calculation of figures for each step (please note that the accommodation needs summary tables for individual local authorities are contained in Appendix 1).

Table 4.6 Estimate of the need for Travelling Showpeople plots 2016-2021	
Current occupied permanent residential yard plots	106
Current residential supply	
2) Number of unused residential plots available	0
3) Number of existing plots expected to become vacant through mortality 2016-2021	3
4) Number of family units on yards expected to leave the study area in next 5 years	0
5) Number of family units on yards expected to move into housing in next 5 years	0
6) Residential plots planned to be built or to be brought back into use 2016-2021	4
7) Additional supply generated by movement within the stock	16
8) Less plots with temporary planning permission	0
Total Supply	23
Current residential need: Plots	
9) Family units (on plots) seeking residential plots in the area, 2016-2021, excluding	
those already counted as moving due to overcrowding in step 12	16
10) Family units on unauthorised encampments requiring residential plots in the area	0
11) Family units on unauthorised developments requiring residential plots in the area	0
12) Family units currently overcrowded on plots seeking residential plots in the area,	
excluding those containing an emerging family unit	22
13) New family units expected to arrive from elsewhere	0
14) New family formations expected to arise from within existing family units	16
Total Need	54
Balance of Need and Supply	
Total Additional Plots Requirement	31
Annualised Additional Plots Requirement	6

Requirement for residential plots 2016-2021: steps of the calculation

4.35 Determining the accommodation needs of Travelling Showpeople uses the same process as determining the accommodation needs of Gypsies and Travellers (although population sizes are much smaller). The following sections show the steps of the Travelling Showpeople accommodation needs calculations.

Supply of plots 2016-2021

Step 1: Current permanent occupied residential plots

4.36 Based on information provided by the local authorities there are currently a total of 106 occupied authorised Travelling Showpeople plots in the study area including 12 in Dudley, 15 in Sandwell, 10 in South Staffordshire, 66 in Walsall, and 3 in Wolverhampton. These plots are owned by occupying families or privately rented.

Step 2: Number of unused residential plots available

4.37 According to the local authority data there are currently no vacant plots on authorised yards in the study area.

Step 3: Number of existing plots expected to become vacant, 2016-2021

4.38 This is calculated using mortality rates as applied in conventional Housing Needs Assessments. However, the figures for mortality have been increased in accordance with studies of Gypsy and Traveller communities (including Travelling Showpeople) suggesting a life expectancy approximately 10 years lower than that of the general population. It should be noted that a lack of more recent research regarding the mortality rates of Travelling Showpeople, and the relatively small size of the population, make it difficult to estimate.

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

4.39 It is difficult to determine the movement of families using secondary data only. Therefore the percentage for assessment is 0%.

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

4.40 Previous primary based GTAAs undertaken by *RRR Consultancy Ltd* have shown that very few families residing on sites want to reside in bricks and mortar accommodation. Those that do tend to do so due to a lack of suitable, alternative accommodation. However, as it is difficult to determine the movement of families using secondary data only, the percentage for assessment is 0%.

Step 6: Residential plots planned to be built or brought back into use, 2016-2021

4.41 This is determined by local authority data. There are 4 new plots in Sandwell expected to be built or brought back into use during the period 2016-2021.

Step 7: Additional supply generated by movement within the stock

4.42 This figure, although not included in the DCLG model, allows for the fact that movement of families within the study area (step 9) not only generates demand/need but also supply. Plots vacated by moves out of the study area or into housing are excluded, since these are already counted in steps 4 and 5 above. This generates a total supply of 16 plots.

Step 8: Plots with temporary planning permission

4.43 This is determined by local authority data. It is assumed families living on plots whose planning permission expires within the period 2016-2021 will still require accommodation within the study area. There are currently nil plots with temporary planning permission located in the study area.

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

Need for plots 2016-2021

Step 9: Family units on plots seeking residential plots in the study area 2016-2021

4.44 Guidance suggests that those moving from plot to plot should be included in the need section. The supply also generated by this is taken into account in step 7. Based on data and information from the local authorities it is estimated that 15% of families seek to move within a study area. This generates a total need of 16 plots in the study area.

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

- 4.45 Guidance (DCLG 2007) indicates that it should be considered whether alternative accommodation is required for families living on unauthorised encampments. Previous GTAAs undertaken by RRR Consultancy Ltd suggest that on average around two thirds of all unauthorised encampments in any given area are undertaken by around one third of families.
- 4.46 It is assumed that those families who are consistently moving around the study area are in need of permanent accommodation. There is no evidence of unauthorised encampments occupied by Travelling Showpeople in the study area, so there is a need for nil plots arising from this source.

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

4.47 This was determined by local authority data. The guidance also indicates that the accommodation needs of families living on unauthorised developments for which planning permission is not expected must be considered. Regularising families living on their land without planning permission would reduce the overall level of need by the number of plots given planning permission. There are no known Travelling Showpeople unauthorised developments.

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

4.48 Guidance indicates that those on overcrowded plots should be provided with plots of an adequate size. Although previous GTAAs show an average overcrowding rate of 10%, information gleaned from the Showmans Guild suggest that there is at least 50% overcrowding on the Dudley and Sandwell yards. The calculations suggest that there is a need for 22 plots in the study area to resolve overcrowding over the period 2016-2021. This can be addressed over the plan period, either through new plots or met by larger existing plots subject to planning permission.

Step 13: New family units expected to arrive from elsewhere

4.49 In the absence of any data derivable from secondary sources on the moving intentions of those outside the study area, it is assumed that the inflow of Travelling Showpeople into the area will be equivalent to the outflow i.e. 0 plots over the period 2016-21 (based on 0%).

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

4.50 The number of individuals needing to leave plots to create new family units was estimated from previous GTAAs. Allowing for those planning to leave the area, and for estimated rates of marriages to both Gypsies and Travellers and non-Gypsies and Travellers, it is thought that this will result in the formation of 16 new households requiring residential plots during 2016-2021.

Requirements for residential plots 2021-2036

4.51 Similar to estimating future pitch need, the GTAA estimates the future Travelling Showpeople plot provision for the period 2021-2036. The same factors used to determine the future accommodation needs of Gypsies and Travellers is applied to Travelling Showpeople including an average annual family growth rate of 2% (equating to 10.4% over a five-year period). Future 5-year period mortality rates are projected to be the same as those for 2016-2021. Movement into and out of the study area is also assumed to continue at the 2016-2021 rate (0%). Table 4.7 shows the estimated need for residential plots for the period 2021-26, whilst Table 4.8 summarises plot needs for the period 2016-2036.

Table 4.7 Estimate of the need for residential plots 2021-2026	
Plots as at 2021	
1) Estimated plots occupied by Travelling Showpeople	137
Supply of pitches	
2) Plots expected to become vacant due to mortality 2021-2026	4
3) Number of family units on pitches expected to move out of the study area 2021-2026	0
Total Supply	4
Need for pitches	
4) Family units moving into the study area (100% of outflow)	0
5) Newly forming family units	14
Total Need	14
Additional Need	
Total additional plot requirement, 2021-2026	10
Annualised additional plot requirement	2

Source: Black Country & South Staffs GTAA 2016

Table 4.8: Summary of Travelling Showpeople plot needs 2016-36								
Period	2016-2021	2021-26	2026-2031	2031-2036	Total			
Dudley	8	2	2	2	14			
Sandwell	5	2	2	2	11			
S. Staffs	3	0	0	0	3			
Walsall	15	6	7	7	35			
Wolverhampton	0	0	0	0	0			
Total	31	10	11	11	63			

Summary

4.52 Table 4.9 summarises the number of Gypsy and Traveller residential pitches and Travelling Showpeople plots required over the period 2016-36. It shows that between 125 (excluding need deriving from psychological aversion), and 156 additional Gypsy and Traveller pitches (including need deriving from psychological aversion), are required for the 20 year period. There is a need for an additional 63 Travelling Showpeople plots over the same period. It is also recommended that the study area local authorities adopt a negotiated stopping place policy to meet the needs of transiting Gypsy and Traveller families.

Table 4.9: Summary of Gypsy	, Traveller and Travelling Showpe	eople Needs 2016-36
Period	G&T Pitches	TS Plots
Total 2016-21	75 (49)	31
Total 2021-26	24 (23)	10
Total 2026-31	28 (25)	11
Total 2031-36	29 (28)	11
Total 2016-2036	156 (125)	63

Source: Black Country & South Staffs GTAA 2016

5. Conclusions on the evidence

Introduction

This final chapter draws conclusions from the evidence. The main source of this is the quantitative analysis in Chapter 6 although reference is also made to qualitative findings. This chapter summarises some of the earlier discussion in Chapters 1 and 2. It then makes a series of recommendations relating to meeting the identified need for new pitches, site management and facilities, and recording and monitoring processes.

Policy Changes

- 5.2 As noted in Chapter 1, in 2012 the Coalition Government brought about new statutory guidance regarding Gypsy and Traveller and Travelling Showpeople accommodation. This emphasised a more localist way of providing sites for travellers, building on earlier commitments to strengthen measures to ensure fair and equal treatment for Gypsies and Travellers in a way that facilitates the traditional and nomadic way of life of travellers while respecting the interests of the settled community.
- 5.3 The new planning policy gave councils the freedom and responsibility to determine the right level of Gypsy and Traveller site provision and Travelling Showpeople plots in their area, in consultation with local communities and based on sound evidence such as GTAAs, while ensuring fairness in the planning system. It sat within a broader package of reforms such as the abolition of the previous Government's Regional Strategies and the return of planning powers to councils and communities.
- In August 2015 the DCLG published 'Planning Policy for Traveller Sites'. It states that for the purposes of planning policy "gypsies and travellers" means:

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

- 5.5 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.

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

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

- 5.7 The accommodation needs calculations undertaken as part of this GTAA were based on analysis of secondary data rather than primary surveys with Gypsy, Traveller and Travelling Showpeople households. Also, it was apparent from consultation with stakeholders that the revised definition would not impact on the ethnic status of existing Gypsy and Traveller households residing in the study area (i.e. that the accommodation needs of such households would need to be considered).
- In March 2016 the Department of Communities and Local Government (DCLG) published its draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats. It states that when considering the need for caravans and houseboats local authorities will need to include the needs of a variety of residents in differing circumstances including, for example caravan and houseboat dwelling households and households residing in bricks and mortar dwelling households.
- 5.9 Importantly, according to correspondence between *RRR Consultancy Ltd* and DCLG (27 October 2016), the DCLG stated that it is for local housing authorities to assess and understand the accommodation needs of people who reside in or resort to the area with respect to the provision of caravan sites or houseboats. Also, DCLG confirmed that the term 'houseboat' is defined elsewhere in legislation and not within the DCLG Guidance.

New pitch and plot provision

5.10 Table 5.1 summarises the results from Chapter 4 (the figures in brackets exclude need deriving from psychological aversion).

Table 5.1: Summary of Gypsy	, Traveller and Travelling Showpe	eople Needs 2016-36
Period	G&T Pitches	TS Plots
Total 2016-21	75 (49)	31
Total 2021-26	24 (23)	10
Total 2026-31	28 (25)	11
Total 2031-36	29 (28)	11
Total 2016-2036	156 (125)	63

Source: Black Country & South Staffs GTAA 2016

- 5.11 The main drivers of need are from newly forming families on authorised sites and yards, families residing on overcrowded pitches/plots, families living on unauthorised developments, and psychological aversion of households living in bricks and mortar accommodation.
- 5.12 New housing provision for Gypsies and Travellers may need to accommodate larger families. Similarly, there may be a requirement for space to accommodate trailers and caravans. Also, it is important to acknowledge the cultural sensitivities involved in allocating housing to Gypsy and Traveller families. For example, allocating housing without access to open space may negatively impact on re-housed families' satisfaction with accommodation.

Facilitating new sites

- 5.13 A key issue remains the facilitation of new sites. Over the last 10 years most new provision within the study area consisted of privately owned sites. Analysis of current provision (see Chapter 4) suggests that the majority of current authorised, permanent provision within the study area is privately owned whilst there is only 2 publically owned sites. GTAAs undertaken by *RRR consultancy Ltd* using surveys have suggested that most Gypsy and Traveller families would prefer to reside on privately-owned family-sized sites.
- 5.14 The difference between current local public and private provision is due to several factors. One factor is that, as acknowledged by stakeholders (see Chapter 3) the development process including the acquisition of land is too expensive and complex for most Gypsy and Traveller and Travelling Showpeople families. Another factor is that there has been a lack of finance for the development of publically owned sites/yards for a number of years. Given current financial constraints on public expenditure, it is unlikely that this situation will change in coming years. Some accommodation need can be addressed by expanding existing sites and yards. Further need could be met by considering granting planning permission to occupiers residing on unauthorised developments.
- 5.15 The local authorities should also consider sites/yards developed on a cooperative basis, shared ownership, or small sites/yards owned by a local authority, but rented to an extended Gypsy or Traveller / Travelling Showpeople family for their own use. These options might involve the families carrying out physical development of the site (self-build) with the land owner providing the land on affordable terms. Local councils might develop such initiatives or in partnership with Registered Providers. Local authorities should jointly examine their Strategic Housing Land Availability Assessments (SHLAAs) to identify suitable locations.
- 5.16 For example, Bristol City Council (2009) considered various options for facilitating new sites including: only purchasing land for self-build projects; purchasing land and providing infrastructure such as drains and electricity supply and/or making finance available for materials; providing pre-built pitches which are available to buy using shared- or part-ownership options.

5.17 Another example is South Somerset District Council which has been exploring, in consultation with local travellers, ideas such as site acquisition funds; loans for private site provision through Community Development Financial Institutions; and joint ventures with members of the Gypsy and Traveller community¹⁹.

The location of new sites

- 5.18 Stakeholder comments suggested that smaller sites are preferred by Gypsy and Traveller households, and family yards for Travelling Showpeople. Ongoing monitoring of site/yard provision and vacant pitches and plots should be undertaken by the local authorities alongside discussions with Gypsies, Travellers and Travelling Showpeople to ensure that any additional need that may arise is identified. The precise location (along with design and facilities) will, however, need to be drawn up in consultation with Gypsies, Travellers and Travelling Showpeople to ensure the extra provision meets their needs.
- 5.19 Ensuring that new sites/yards are located in a safe environment is important although the impact of land costs on determining feasibility must also be considered. The settled community neighbouring the sites should also be involved in the consultation from an early stage. There may be scope for expanding existing sites to meet some arising need. However, the preference is for smaller sites/yards which tend to be easier to manage.
- As noted in Chapter 2, the total number of unauthorised encampments recorded by the study area local authorities increased from 92 in 2013 to 167 in 2015. On average, Walsall contained the highest average of unauthorised encampments over the period January 2013 to December at 48 per annum, the lowest in South Staffordshire at 7 per annum. In relation to current provision, there are currently a total of 20 private transit pitches all located in South Staffordshire. Inconsistencies regarding the types of data recorded mean that it is not possible to undertake a comprehensive analysis of unauthorised encampments throughout the study area. Whist all the authorities keep records, only Sandwell Council, South Staffordshire Council and Walsall Council keep detailed records of unauthorised encampments such as location, length of stay and number of vehicles. As such, it is recommended that there is transit provision which takes the form of each authority having their own corporate policy to enable them to put in place negotiated stopping places with transient encampments as and when they arrive.
- 5.21 In terms of identifying broad locations for new permanent sites/yards, there are a number of factors which could be considered including:

Costs

How do land costs impact on feasibility i.e. is it affordable?

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¹⁹ A Big or Divided Society? Interim Recommendations and Report of the Panel Review into the Impact of the Localism Bill and Coalition Government Policy on Gypsies and Travellers.

- Implementation of services is it possible for the new site to connect to nearby mains services e.g. electricity, gas, water or sewerage?
- Can good drainage be ensured on the new site?

Social

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

Availability

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

Deliverability

- Does the proposed location meet existing general planning policy in terms of residential use, and other Material Planning Considerations (inc. Green Belt, flooding and historic environment)?
- Are there likely to be objections to the location of the proposed site/yard?
- Can the owner sell the land easily and quickly?
- Can utilities connect to the proposed site/yard?
- Can highways connect to the proposed site/yard?
- 5.22 Considering the evidence gathered throughout the GTAA, it is likely that the key factors determining new provision in the study area are:
 - The affordability of land suitable for the development of new sites/yards and the cost of development
 - The need to ensure that new sites/yards are within reasonable travelling distance of social, welfare and cultural services
 - The need to carefully consider the proximity of new sites/yards to existing sites/yards i.e. whether social tensions might arise if new sites are located too close to existing sites
 - The sustainability of new sites/yards i.e. ensuring that they do not detrimentally impact on the local environment and do not place undue pressure on the local infrastructure
- 5.23 It is important that new sites/yards are located close to amenities such as shops, schools and health facilities and have good transport links. DCLG (2015) guidance suggests that local planning authorities should strictly limit new Gypsy and Traveller site development in

the open countryside that is away from existing settlements or outside areas allocated in the development plan. Local planning authorities should ensure that sites in rural areas do not dominate the nearest settled community, and avoid placing an undue pressure on the local infrastructure.

- 5.24 It also states that when considering applications, local planning authorities should attach weight to the following matters:
 - a. effective use of previously developed (brownfield), untidy or derelict land
 - b. sites being well planned or soft landscaped in such a way as to positively enhance the environment and increase its openness
 - c. promoting opportunities for healthy lifestyles, such as ensuring adequate landscaping and play areas for children
 - d. not enclosing a site/yard with so much hard landscaping, high walls or fences, that the impression may be given that the site/yard and its occupants are deliberately isolated from the rest of the community
- 5.25 By considering the guidance outlined above as well as the results of the stakeholder consultation, it is possible to identify broad locations for the provision of new sites/yard in relation to the study area.
- 5.26 There may be families within the study area who would like to increase the number of pitches and plots and/or number of caravans allowed per pitch or plot on existing sites/yards. The consideration of expansion of sites/yards with adequate space would contribute towards meeting existing need.
- 5.27 Similarly, it is important to consider granting planning to unauthorised development sites in the study area. Authorisation would contribute 20 pitches towards meeting accommodation need.
- 5.28 As the councils jointly commissioned the GTAA, it is recommended that need should be met jointly across the study area. As such, need does not need to be met where it arises.

The size of new pitches and plots

- 5.29 In relation to Gypsy and Traveller sites, DCLG (2008) guidance states that there is no one-size-fits-all measurement of a pitch as, in the case of the settled community, this depends on the size of individual families and their particular needs. However, they do suggest that as a general guide, it is possible to specify that an average family pitch must be capable of accommodating an amenity building, a large trailer and touring caravan, (or two trailers, drying space for clothes, a lockable shed for bicycles, wheelchair storage etc.), parking space for two vehicles and a small garden area.
- 5.30 Based on previous and current DCLG guidance, it can be determined that a pitch of approximately 325 square metres would take into account all minimum separation distance

guidance between caravans and pitch boundaries as stipulated in guidance and safety regulations for caravan development. A pitch size of at least 500 square metres would comfortably accommodate the following on-pitch facilities:

- Hard standing for 1 touring/mobile caravan and 1 static caravan
- 2 car parking spaces
- 1 amenity block
- Hard standing for storage shed and drying
- · Garden/amenity area
- 5.31 If granting permission on an open plan basis, permission should be given on a pitch by pitch equivalent basis to the above. For example, an existing pitch which has enough space to accommodate a chalet structure, 2 touring caravans and 1 2 static caravans along with 4 parking spaces, 2 blocks etc., could be counted as 2 pitches even if based on an open plan basis on one structured pitch. However, this would need to be recorded for future monitoring.
- 5.32 In relation to plots, there is no set guidance. However, in addition to the guidance above, Travelling Showpeople also have need for adequate space to store and maintain large pieces of equipment (including lorries and fairground equipment).

Summary

- 5.33 There is an overall shortfall in the study area over the next twenty years of between 125 and 156 residential pitches (depending on whether need deriving from psychological aversion is considered), and 63 plots for Travelling Showpeople. The policy process that follows on from this research will also need to consider how Gypsies, Travellers and Travelling Showpeople can be helped through the planning process to find suitable sites. The study also highlighted a number of issues relating to the management and condition of sites i.e. that smaller sites are easier to manage. This report primarily recommends that the commissioning councils jointly share Gypsy and Traveller accommodation needs.
- 5.34 Finally, this report also recommends that the study area councils:
 - Develop a holistic vision for their work on Gypsies and Travellers and Travelling Showpeople, and embed it in Community and Homelessness Strategies, Local Development Frameworks and planning and reporting obligations under the Equality Act 2010.
 - Regular training and workshop sessions with local authority and service provider employees (and elected members) would help them further understand the key issues facing the Gypsy and Traveller and Travelling Showpeople communities.
 - Encourage and sponsor Traveller Liaison Officers to become members of the National Association of Gypsy and Traveller Officers (NAGTO).

- Formalise communication processes between relevant housing, planning and enforcement officers etc. in both study area and neighbouring local authorities.
- To consider how the Gypsy and Traveller health outreach work undertaken in Wolverhampton might be applied throughout the whole study area.
- Advise Gypsies and Travellers and Travelling Showpeople on the most suitable land for residential use and provide help with the application process.
- Develop internal policies on how to deal with racist representations in the planning approval process.
- Develop criteria and process for determining the suitability of Gypsy and Traveller sites and Travelling Showpeople yards, as indicated above.
- Review existing provision for opportunities for expansion where suitable and appropriate.
- In liaison with relevant enforcement agencies such as the police to develop a common approach to dealing with unauthorised encampments.
- Develop a common approach to recording unauthorised encampments which includes information such as location, type of location (e.g. roadside, park land etc.), number of caravans/vehicles involved, start date, end date, reason for unauthorised encampment (e.g. travelling through area, attending event, visiting family etc.), family name(s), and action taken (if any).
- Consider an approach to setting up negotiated stopping arrangements to address unauthorised encampments for set periods of time at agreed locations.
- Identify locations for new provision.
- Encourage local housing authorities to include Gypsy and Traveller categories on ethnic monitoring forms to improve data on population numbers, particularly in housing. Also, there needs to be better sharing of information between agencies which deal with the Gypsy and Traveller and Travelling Showpeople communities.
- The population size and demographics of Gypsies and Travellers and Travelling Showpeople can change rapidly. As such, their accommodation needs should be reviewed every five to seven years.

Appendix 1: Local Authority Needs Tables

Dudley (Gypsy and Traveller Pitches)

Table A.1:Five year estimate of the need for permanent/residential site pitches (Dudley)	2016-2021)
Current occupied permanent / residential site pitches	47
Current residential supply	
2) Number of unused residential pitches available	0
3) Number of existing pitches expected to become vacant through mortality 2016-2021	1
4) Number of family units on sites expected to leave the area in the next 5 years	0
5) Number of family units on sites expected to move into housing in the next 5 years	0
6) Residential pitches planned to be built or to be brought back into use 2016-2021	6
7) Additional supply generated by movement within the stock	7
8) Less pitches with temporary planning permission	0
Total Supply	14
Current residential need: Pitches	
9) Family units (on pitches) seeking residential pitches in the area, 2016-2021, excluding	
those already counted as moving due to overcrowding in step 12	7
10) Family units on unauthorised encampments requiring residential pitches in the area	1
11) Family units on unauthorised developments requiring residential pitches in the area	0
12) Family units currently overcrowded on pitches seeking residential pitches in the area, excluding those containing an emerging family unit	5
13) New family units expected to arrive from elsewhere	0
14) New family formations expected to arise from within existing family units on sites	7
Need	20
Current residential need: Housing	
15) Family units in housing but with a psychological aversion to housed accommodation	5
Total Need	25
Balance of Need and Supply	
Total Need	25
Less total supply	14
Total Additional Pitch Requirement	11
Annualised Additional Pitch Requirement	2

Source: Black Country and South Staffordshire GTAA 2016

Table A2: Twenty year summary (2016 – 2036) (Dudley)									
	Base Numbers 2016	Additional need 2016- 2021	Additional need 2021- 2026	Additional need 2026- 2031	Additional need 2031- 2036	Additional need 2016- 2036	Numbers as at 2036		
Residential pitches	47	11 (6)	4 (4)	5 (4)	5 (5)	25 (19)	72 (66)		

Source: Black Country and South Staffordshire GTAA 2016

Sandwell (Gypsy and Traveller Pitches)

Table A.3: Five year estimate of the need for permanent/residential site pitches (2016-2021) 1) Current occupied permanent / residential site pitches 16 Current residential supply 2) Number of unused residential pitches available 0 3) Number of existing pitches expected to become vacant through mortality 2016-2021 1 4) Number of family units on sites expected to leave the area in the next 5 years 0 0 5) Number of family units on sites expected to move into housing in the next 5 years 6) Residential pitches planned to be built or to be brought back into use 2016-2021 10 7) Additional supply generated by movement within the stock 8) Less pitches with temporary planning permission 0 **Total Supply** 13 Current residential need: Pitches 9) Family units (on pitches) seeking residential pitches in the area, 2016-2021, excluding 2 those already counted as moving due to overcrowding in step 12 3 10) Family units on unauthorised encampments requiring residential pitches in the area 11) Family units on unauthorised developments requiring residential pitches in the area 0 12) Family units currently overcrowded on pitches seeking residential pitches in the area, 2 excluding those containing an emerging family unit 13) New family units expected to arrive from elsewhere 0 14) New family formations expected to arise from within existing family units on sites 3 Need 10 Current residential need: Housing 2 15) Family units in housing but with a psychological aversion to housed accommodation **Total Need** 12 Balance of Need and Supply **Total Need** 12 13 Less total supply **Total Additional Pitch Requirement** -1 Annualised Additional Pitch Requirement 0

Source: Black Country and South Staffordshire GTAA 2016

Table A4: Twenty year summary (2016 – 2036) (Sandwell)								
	Base Numbers 2016	Additional need 2016- 2021	Additional need 2021- 2026	Additional need 2026- 2031	Additional need 2031- 2036	Additional need 2016- 2036	Numbers as at 2036	
Residential pitches	16	-1 (-3)	1 (1)	1 (1)	1 (1)	2 (0)	18 (16)	

Source: Black Country and South Staffordshire GTAA 2016

South Staffordshire (Gypsy and Traveller Pitches)

Table A.5: Five year estimate of the need for permanent/residential site pitches (2 (South Staffordshire)	2016-2021)
1) Current occupied permanent / residential site pitches	103
Current residential supply	
2) Number of unused residential pitches available	6
3) Number of existing pitches expected to become vacant through mortality 2016-2021	3
4) Number of family units on sites expected to leave the area in the next 5 years	0
5) Number of family units on sites expected to move into housing in the next 5 years	0
6) Residential pitches planned to be built or to be brought back into use 2016-2021	0
7) Additional supply generated by movement within the stock	15
8) Less pitches with temporary planning permission	3
Total Supply	21
Current residential need: Pitches	
9) Family units (on pitches) seeking residential pitches in the area, 2016-2021, excluding	
those already counted as moving due to overcrowding in step 12	16
10) Family units on unauthorised encampments requiring residential pitches in the area	1
11) Family units on unauthorised developments requiring residential pitches in the area	14
12) Family units currently overcrowded on pitches seeking residential pitches in the area, excluding those containing an emerging family unit	10
13) New family units expected to arrive from elsewhere	0
14) New family formations expected to arise from within existing family units on sites	18
Need	58
Current residential need: Housing	
15) Family units in housing but with a psychological aversion to housed accommodation	11
Total Need	69
Balance of Need and Supply	
Total Need	69
Less total supply	21
Total Additional Pitch Requirement	48
Annualised Additional Pitch Requirement	10

Source: Black Country and South Staffordshire GTAA 2016

	Table A6: Twenty year summary (2016 – 2036) (South Staffordshire)									
	Base	Additional	Additional	Additional	Additional	Additional	Numbers			
	Numbers	need 2016-	need 2021-	need 2026-	need 2031-	need 2016-	as at 2036			
	2016	2021	2026	2031	2036	2036				
Residential pitches	109	48 (37)	12 (11)	13 (12)	14 (13)	87 (73)	196 (182)			

Source: Black Country and South Staffordshire GTAA 2016

Walsall (Gypsy and Traveller Pitches)

Table A.7: Five year estimate of the need for permanent/residential site pitches (2016-2021) 1) Current occupied permanent / residential site pitches 40 Current residential supply 2) Number of unused residential pitches available 0 3) Number of existing pitches expected to become vacant through mortality 2016-2021 1 4) Number of family units on sites expected to leave the area in the next 5 years 0 5) Number of family units on sites expected to move into housing in the next 5 years 0 6) Residential pitches planned to be built or to be brought back into use 2016-2021 2 7) Additional supply generated by movement within the stock 6 8) Less pitches with temporary planning permission 0 9 **Total Supply** Current residential need: Pitches 9) Family units (on pitches) seeking residential pitches in the area, 2016-2021, excluding those already counted as moving due to overcrowding in step 12 10) Family units on unauthorised encampments requiring residential pitches in the area 4 11) Family units on unauthorised developments requiring residential pitches in the area 0 12) Family units currently overcrowded on pitches seeking residential pitches in the area, 4 excluding those containing an emerging family unit 0 13) New family units expected to arrive from elsewhere 14) New family formations expected to arise from within existing family units on sites 7 22 Need Current residential need: Housing 15) Family units in housing but with a psychological aversion to housed accommodation 4 **Total Need** 26 Balance of Need and Supply **Total Need** 26 Less total supply 9 Total Additional Pitch Requirement 15 Annualised Additional Pitch Requirement 3

Source: Black Country and South Staffordshire GTAA 2016

Table A8: Twenty year summary (2016 – 2036) (Walsall)								
	Base Numbers 2016	Additional need 2016- 2021	Additional need 2021- 2026	Additional need 2026- 2031	Additional need 2031- 2036	Additional need 2016- 2036	Numbers as at 2036	
Residential pitches	40	15 (11)	4 (4)	5 (4)	5 (5)	29 (24)	69 (64)	

Source: Black Country and South Staffordshire GTAA 2016

Wolverhampton (Gypsy and Traveller Pitches)

Table A.9: Five year estimate of the need for permanent/residential site pitches (2 (Wolverhampton)	016-2021)
1) Current occupied permanent / residential site pitches	43
Current residential supply	
2) Number of unused residential pitches available	0
3) Number of existing pitches expected to become vacant through mortality 2016-2021	1
4) Number of family units on sites expected to leave the area in the next 5 years	0
5) Number of family units on sites expected to move into housing in the next 5 years	0
6) Residential pitches planned to be built or to be brought back into use 2016-2021	20
7) Additional supply generated by movement within the stock	6
8) Less pitches with temporary planning permission	0
Total Supply	27
Current residential need: Pitches	
9) Family units (on pitches) seeking residential pitches in the area, 2016-2021, excluding	
those already counted as moving due to overcrowding in step 12	6
10) Family units on unauthorised encampments requiring residential pitches in the area	1
11) Family units on unauthorised developments requiring residential pitches in the area	6
12) Family units currently overcrowded on pitches seeking residential pitches in the area, excluding those containing an emerging family unit	4
13) New family units expected to arrive from elsewhere	0
14) New family formations expected to arise from within existing family units on sites	8
Need	25
Current residential need: Housing	
15) Family units in housing but with a psychological aversion to housed accommodation	4
Total Need	29
Balance of Need and Supply	
Total Need	29
Less total supply	27
Total Additional Pitch Requirement	2
Annualised Additional Pitch Requirement	0

Source: Black Country and South Staffordshire GTAA 2016

Table A10: Twenty year summary (2016 – 2036) (Wolverhampton)								
	Base Numbers 2016	Additional need 2016- 2021	Additional need 2021- 2026	Additional need 2026- 2031	Additional need 2031- 2036	Additional need 2016- 2036	Numbers as at 2036	
Residential pitches	43	2 (-2)	3 (3)	4 (4)	4 (4)	13 (9)	56 (52)	

Source: Black Country and South Staffordshire GTAA 2016

Dudley (Travelling Showpeople Plots)

Table A.11:Five year estimate of the need for permanent/residential yard plots	(2016-2021)
	(2010-2021)
(Dudley)	
1) Current occupied permanent / residential yard plots	12
Current residential supply	
2) Number of unused residential plots available	0
3) Number of existing plots expected to become vacant through mortality 2016-2021	0
4) Number of family units on yard expected to leave the area in the next 5 years	0
5) Number of family units on yards expected to move into housing in the next 5 years	0
6) Residential plots planned to be built or to be brought back into use 2016-2021	0
7) Additional supply generated by movement within the stock	2
8) Less plots with temporary planning permission	0
Total Supply	2
Current residential need: Plots	
9) Family units (on plots) seeking residential pitches in the area, 2016-2021, excluding	
those already counted as moving due to overcrowding in step 12	2
10) Family units on unauthorised encampments requiring residential plots in the area	0
11) Family units on unauthorised developments requiring residential plots in the area	0
12) Family units currently overcrowded on pitches seeking residential plots in the area,	6
excluding those containing an emerging family unit	O
13) New family units expected to arrive from elsewhere	0
14) New family formations expected to arise from within existing family units on yards	2
Total Need	10
Balance of Need and Supply	
Total Need	10
Less total supply	2
Total Additional Plot Requirement	8
Annualised Additional Plot Requirement	1.5

Source: Black Country and South Staffordshire GTAA 2016

Table A12: Twenty year summary (2016 – 2036) (Dudley)							
	Base Numbers 2016	Additional need 2016- 2021	Additional need 2021- 2026	Additional need 2026- 2031	Additional need 2031- 2036	Additional need 2016- 2036	Numbers as at 2036
Residential plots	12	8	2	2	2	14	26

Source: Black Country and South Staffordshire GTAA 2016

Sandwell (Travelling Showpeople Plots)

Table A.13: Five year estimate of the need for permanent/residential yard plots (2016-2021)
Current occupied permanent / residential yard plots	15
Current residential supply	
2) Number of unused residential plots available	0
3) Number of existing plots expected to become vacant through mortality 2016-2021	0
4) Number of family units on yard expected to leave the area in the next 5 years	0
5) Number of family units on yards expected to move into housing in the next 5 years	0
6) Residential plots planned to be built or to be brought back into use 2016-2021	4
7) Additional supply generated by movement within the stock	2
8) Less plots with temporary planning permission	0
Total Supply	6
Current residential need: Plots	
9) Family units (on plots) seeking residential pitches in the area, 2016-2021, excluding	
those already counted as moving due to overcrowding in step 12	2
10) Family units on unauthorised encampments requiring residential plots in the area	0
11) Family units on unauthorised developments requiring residential plots in the area	0
12) Family units currently overcrowded on pitches seeking residential plots in the area, excluding those containing an emerging family unit	7
13) New family units expected to arrive from elsewhere	0
14) New family formations expected to arise from within existing family units on yards	2
Total Need	11
Balance of Need and Supply	
Total Need	11
Less total supply	6
Total Additional Plot Requirement	5
Annualised Additional Plot Requirement	1

Source: Black Country and South Staffordshire GTAA 2016

Table A14: Twenty year summary (2016 – 2036) (Sandwell)							
	Base Numbers 2016	Additional need 2016- 2021	Additional need 2021- 2026	Additional need 2026- 2031	Additional need 2031- 2036	Additional need 2016- 2036	Numbers as at 2036
Residential plots	15	5	2	2	2	11	26

Source: Black Country and South Staffordshire GTAA 2016

South Staffordshire (Travelling Showpeople Plots)

Table A.15: Five year estimate of the need for permanent/residential yard plots ((South Staffordshire)	2016-2021)
1) Current occupied permanent / residential yard plots	10
Current residential supply	
2) Number of unused residential plots available	0
3) Number of existing plots expected to become vacant through mortality 2016-2021	0
4) Number of family units on yard expected to leave the area in the next 5 years	0
5) Number of family units on yards expected to move into housing in the next 5 years	0
6) Residential plots planned to be built or to be brought back into use 2016-2021	0
7) Additional supply generated by movement within the stock	2
8) Less plots with temporary planning permission	0
Total Supply	2
Current residential need: Plots	
9) Family units (on plots) seeking residential pitches in the area, 2016-2021, excluding those already counted as moving due to overcrowding in step 12	2
10) Family units on unauthorised encampments requiring residential plots in the area	0
11) Family units on unauthorised developments requiring residential plots in the area	0
12) Family units currently overcrowded on pitches seeking residential plots in the area, excluding those containing an emerging family unit	1
13) New family units expected to arrive from elsewhere	0
14) New family formations expected to arise from within existing family units on yards	2
Total Need	5
Balance of Need and Supply	
Total Need	5
Less total supply	2
Total Additional Plot Requirement	3
Annualised Additional Plot Requirement	0.6

Source: Black Country and South Staffordshire GTAA 2016

Table A16: Twenty year summary (2016 – 2036) (South Staffordshire)												
	Base Numbers 2016	Additional need 2016- 2021	Additional need 2021- 2026	Additional need 2026- 2031	Additional need 2031- 2036	Additional need 2016- 2036	Numbers as at 2036					
Residential plots	10	3	0	0	0	3	13					

Source: Black Country and South Staffordshire GTAA 2016

Walsall (Travelling Showpeople Plots)

Table A.17: Five year estimate of the need for permanent/residential yard plots (2016-2021) (Walsall) 1) Current occupied permanent / residential yard plots 66 Current residential supply 2) Number of unused residential plots available 0 3) Number of existing plots expected to become vacant through mortality 2016-2021 2 4) Number of family units on yard expected to leave the area in the next 5 years 0 0 5) Number of family units on yards expected to move into housing in the next 5 years 6) Residential plots planned to be built or to be brought back into use 2016-2021 0 7) Additional supply generated by movement within the stock 10 8) Less plots with temporary planning permission 0 **Total Supply** 12 Current residential need: Plots 9) Family units (on plots) seeking residential pitches in the area, 2016-2021, excluding those already counted as moving due to overcrowding in step 12 10 10) Family units on unauthorised encampments requiring residential plots in the area 0 11) Family units on unauthorised developments requiring residential plots in the area 0 12) Family units currently overcrowded on pitches seeking residential plots in the area, 7 excluding those containing an emerging family unit 13) New family units expected to arrive from elsewhere 0 14) New family formations expected to arise from within existing family units on yards 10 **Total Need** 27 Balance of Need and Supply **Total Need** 27 Less total supply 12 Total Additional Plot Requirement 15 Annualised Additional Plot Requirement 3

Source: Black Country and South Staffordshire GTAA 2016

Table A18: Twenty year summary (2016 – 2036) (Walsall)												
	Base Numbers 2016	Additional need 2016- 2021	Additional need 2021- 2026	Additional need 2026- 2031	Additional need 2031- 2036	Additional need 2016- 2036	Numbers as at 2036					
Residential plots	66	15	6	7	7	35	101					

Source: Black Country and South Staffordshire GTAA 2016

Wolverhampton (Travelling Showpeople Plots)

Table A.19: Five year estimate of the need for permanent/residential yard plots ((Wolverhampton)	2016-2021)
1) Current occupied permanent / residential yard plots	3
Current residential supply	
2) Number of unused residential plots available	0
3) Number of existing plots expected to become vacant through mortality 2016-2021	0
4) Number of family units on yard expected to leave the area in the next 5 years	0
5) Number of family units on yards expected to move into housing in the next 5 years	0
6) Residential plots planned to be built or to be brought back into use 2016-2021	0
7) Additional supply generated by movement within the stock	1
8) Less plots with temporary planning permission	0
Total Supply	1
Current residential need: Plots	
9) Family units (on plots) seeking residential pitches in the area, 2016-2021, excluding	
those already counted as moving due to overcrowding in step 12	1
10) Family units on unauthorised encampments requiring residential plots in the area	0
11) Family units on unauthorised developments requiring residential plots in the area	0
12) Family units currently overcrowded on pitches seeking residential plots in the area, excluding those containing an emerging family unit	0
13) New family units expected to arrive from elsewhere	0
14) New family formations expected to arise from within existing family units on yards	1
Total Need	1
Balance of Need and Supply	
Total Need	1
Less total supply	1
Total Additional Plot Requirement	0
Annualised Additional Plot Requirement	0

Source: Black Country and South Staffordshire GTAA 2016

Table A20: Twenty year summary (2016 – 2036) (Wolverhampton)												
	Base Numbers 2016	Additional need 2016- 2021	Additional need 2021- 2026	Additional need 2026- 2031	Additional need 2031- 2036	Additional need 2016- 2036	Numbers as at 2036					
Residential plots	3	0	0	0	0	0	3					

Source: Black Country and South Staffordshire GTAA 2016

Appendix 1: Local Authority Needs Tables

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<u>Planning Policy Note: Permanent Residential Gypsy & Traveller Pitches - Need vs Supply (February 2021).</u>

The note below summarises the number of planning permissions for permanent gypsy pitches granted within South Staffordshire against need calculations from the three most recent gypsy and traveller needs assessments for South Staffordshire.

Core Strategy 2012

The most recent adopted pitch targets for the District were set out in the 2012 Core Strategy DPD. These targets were based upon a Gypsy and Traveller Accommodation Assessment 2008 and are set out in Policy H6 of the Core Strategy. These targets are shown in Appendix A, alongside the number of permanent pitch permissions during that period. This shows that the Council has delivered a surplus of pitches against its targets up to 2020/21, delivering 11 pitches more than was needed as of that year.

Subsequent need assessments in 2014 and 2017

Following the Core Strategy 2012's adoption two further need assessments were prepared. The first of these is the Gypsy and Traveller Accommodation Assessment 2014. These need figures are shown in Appendix B, alongside the number of permanent pitch permissions during that period. This shows that the Council has delivered a surplus of pitches against its targets up to 2020/21, delivering 16 pitches more than was needed as of that year.

A further needs assessment was subsequently carried out with the neighbouring Black Country authorities and was published in 2017. These need figures are shown in Appendix C, alongside the number of permanent pitch permissions during that period. As of 2020/21, the Council has a shortfall of pitches against the 2017 needs assessment. However, neither the 2014 or 2017 needs assessments have been examined at examination and both remain untested.

Further work to be undertaken to inform the current Local Plan Review

The Council is currently preparing a Local Plan Review to cover the period 2018 – 2037. This will be submitted for examination at the end of 2022, as set out in the latest Local Development Scheme¹. The Council has commissioned consultants to review and update the gypsy and traveller pitch needs for the District to inform this Local Plan Review, reflecting the increasingly dated nature of the previous 2017 needs assessment, and taking account of revised Government advice issued in respect of the preparation of gypsy and traveller needs assessments in 2018.

If there is an unmet need on non-Green Belt sites once this work is concluded, the Council will engage with other local authorities through the Duty to Co-operate prior to releasing further Green Belt land, as required by paragraph 137(c) of the NPPF. This will be necessary to ensure that any future Green Belt release to meet pitch needs will only be done where genuinely required and it would be inappropriate to rely on Green Belt to meet pitch needs prior to this process being undertaken.

¹ Available here: https://www.sstaffs.gov.uk/planning/local-development-scheme.cfm

Appendix A - Gypsy and Traveller Accommodation Assessment 2008: need vs pitch permissions

South Staffordshire Permanent Residential Gypsy Pitches																
Year	07/	12/	13/	14/	15/	16/	17/	18/19	19/20	20/21	21/22	22/23	24/25	25/26	26/27	27/28
	12	13	14	15	16	17	18									
Requirement	32		1	5				17				1	.5			6
Cumulative Requirement	32	36	40	44	47	51	54	58	61	64	68	72	76	79	82	85
Permanent Permissions	4	1	5	4	15	2	0	5	0	3						
Cumulative Permissions	4	1	46	50	65	67	67	72	72	75						
Residual Requirement +/-	+	5	+6	+6	+18	+16	+13	+14	+11	+11						

Appendix B - Gypsy and Traveller Accommodation Assessment for South Staffordshire District Council 2014: need vs pitch permissions

South Staffordshire Permanent Residential Gypsy Pitches															
Year	13/	14/ 15	15/ 16	16/ 17	17/	18/19	19/20	20/21	21/22	22/23	23/24	24/25	25/26	26/27	27/28
Requirement			11					11			le		11		
Cumulative Requirement	3	5	7	9	11	14	16	18	20	22	25	27	29	31	33
Permanent Permissions	5	4	15	2	0	5	0	3							
Cumulative Permissions	5	9	24	26	26	31	31	34							
Residual Requirement +/-	+2	+4	+17	+17	+15	+17	+15	+16							

Link to document:

https://www.sstaffs.gov.uk/doc/176628/name/SD105%20SSDC%20GTAA%20%20FINAL%20REPORT%2027%20Jan%202014.pdf/

Appendix C - Black Country and South Staffordshire Gypsy, Traveller and Travelling Showpeople Accommodation Assessment 2016 (published May 2017): need vs pitch permissions.

South Staffords	South Staffordshire Permanent Residential Gypsy Pitches																			
Year	16/	17/	18/	19/	20/	21/	22/	23/	24/	25/	26/	27/	28/	29/	30/	31/	32	33/	34/	35
	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	/33	34	35	/36
Requirement	ment 48 (37)							12 (11)			13 (12)					14 (13)				
Cumulative Requirement	10 (8)*	20 (16)	30 (23)	39 (30)	48 (37)	51 (40)	54 (42)	56 (44)	58 (46)	60 (48)	63 (51)	66 (54)	69 (56)	71 (58)	73 (60)	76 (63)	79 (66)	82 (69)	85 (71)	87 (73)
Permanent permissions	2	0	5	0	3															
Cumulative permissions	2	0	7	0	10															
Residual	-8 (-6)	-18 (-16)	-23 (-16)	-32 (-27)	-38 (-27)															

^{*}Brackets demonstrates psychological aversion figure

Link to document:

https://blackcountryplan.dudley.gov.uk/media/11534/black-country-and-south-staffordshire-gttsaa-final-report-may-2017.pdf

The electronic official copy of the register follows this message.

Please note that this is the only official copy we will issue. We will not issue a paper official copy.

Applications are pending in ${\tt HM}$ Land Registry, which have not been completed against this title.



Official copy of register of title

Title number SF288436

Edition date 02.03.2017

- This official copy shows the entries on the register of title on 15 JUL 2021 at 12:25:28.
- This date must be quoted as the "search from date" in any official search application based on this copy.
- The date at the beginning of an entry is the date on which the entry was made in the register.
- Issued on 21 Aug 2021.
- Under s.67 of the Land Registration Act 2002, this copy is admissible in evidence to the same extent as the original.
- This title is dealt with by HM Land Registry, Birkenhead Office.

A: Property Register

This register describes the land and estate comprised in the title.

STAFFORDSHIRE : SOUTH STAFFORDSHIRE

- 1 (23.10.1990) The Freehold land shown edged with red on the plan of the above Title filed at the Registry and being Land on the east side of Teddesley Road, Penkridge, Stafford.
- 2 (23.10.1990) The land has the benefit of the following rights granted by but is subject to the following rights reserved by the Conveyance dated 9 October 1990 referred to in the Charges Register:-

"THE Vendor grants the Purchaser the right set out in the First Schedule and reserves the right set out in the Second Schedule

THE FIRST SCHEDULE

Appurtenant Rights

The right at all times and for all purposes to use and maintain the pipes wires gutters and drains now or at any time within 80 years from now laid or running through under or over the Vendor's property known as Parkgate Farm Teddesley Road Penkridge aforesaid for the pasage of gas water electricity or soil to and from the property the persons exercising the right contributing a fair proportion of the cost of cleaning maintaining repairing and replacing any pipe wire gutter or drain used in common for the benefit of the property any any other part of the Vendor's property

THE SECOND SCHEDULE

Exceptions and Reservations

- (1) The right for the Vendor and all persons expressly or impliedly authorised by the Vendor in connection with the use and enjoyment of the Vendor's property known as Park Gate Farm Teddesley Road Penkridge aforesaid to maintain and use the pipes wires gutters and drains now or at any time within 80 years from now laid or running through under or over the property for the passage of gas water electricity and soil to and from other parts of the estate
- (2) The right to enter any part of the property (which is not built upon) at all reasonable times on giving at least seven days' notice

A: Property Register continued

(except in case of emergency) with or without workmen and applicances to inspect clean maintain repair and replace any said pipes wires gutters and drains the person exercising the right promptly making good all damage occasioned"

B: Proprietorship Register

This register specifies the class of title and identifies the owner. It contains any entries that affect the right of disposal.

Title absolute

- 1 (02.03.2017) PROPRIETOR: RYAN GEORGE TILSLEY of 7 Bartlett Close, Penkridge, Stafford ST19 5JG.
- 2 (02.03.2017) The price stated to have been paid on 8 February 2017 was £25,000.

C: Charges Register

This register contains any charges and other matters that affect the land.

1 (23.10.1990) A Conveyance of the land in this title and other land dated 27 January 1948 made between (1) The Right Honourable Edward Thomas Walhouse Fifth Baron Hatherton (the Vendor) (2) The Honourable Charles Christopher Josceline Littleton and The Honourable William Hugh Littleton (the Trustees) and (3) James Head (the Purchasers) contains the following covenants:-

"FOR the benefit of the rest of the Teddesley Settled Estates the Purchaser for himself and his successors in title and to the intent and so as to bind (as far as practicable) the property into whosesoever hands the same may come but not so as to render the Purchaser or his personal representatives liable (except in respect of antecedent acts) after he or they shall have parted with all interest in the property HEREBY COVENANTS with the Vendor and his successors intitle to observe and perform the conditions and stipulations contained in the Third Schedule hereto:

THE THIRD SCHEDULE hereinbefore referred to

Conditions and Stipulations hereinbefore covenanted

to be observed and performed by the Purchaser and

his successors in title.

NOTE: to interfere with pollute impede or obstruct any flow of water through any stream brookcourse ditch culvert pipe line or other channel and on demand by the Vendor or his successors intitle and at his own expense to carry out from time to time all repairs and other work necessary for maintaining such continuous unimpaired and unobstructed flow the Vendor and his successors in title to have the right at any time or times to enter upon the property for the purpose of (a) inspection and (b) in case of default by the Purchaser or his successors in title effecting such repairs and other works as may be necessary to maintain such flow the Purchaser or his successors in title as the case may be to pay to the Vendor or his successors in title on demand the cost of such repairs and other works:"

2 (23.10.1990) The land is subject to the following rights reserved by the Conveyance dated 27 January 1948 referred to above:-

"subject to the exceptions reservations rights matters and things mentioned in the Second Schedule hereto:

THE SECOND SCHEDULE hereinbefore referred to

Particulars of the exceptions reservations

C: Charges Register continued

rights matters and things subject to which

the property is hereby conveyed.

ALL rights of way water drainage support and light and all other rights easements quasi easements methods of user liabilities occupation ways means of supply of drainage water light telephone service gas and electricity and public rights affecting the same and to tenancies and leases thereof and teh rights and claims of tenants and lessees thereunder and in particular the right of entry to inspect and effect repairs and other works set out in the Third Schedule hereto:

NOTE: The matters contained in the third schedule referred to comprise the restrictive covenants set out above.

3 (23.10.1990) The land is subject to the rights granted by a Deed dated 3 November 1982 made between (1) Edith May Head (the Owner) and (2) Robert Henry Charles Tedstone (the Grantee).

NOTE: Copy filed.

4 (23.10.1990) A Conveyance of the land in this title dated 9 October 1990 made between (1) James Head (the Vendor) and (2) Beverley Kenneth Leyland (the Purchaser) contains the following covenants:-

"FOR the benefit of the land known as Park Gate Farm Teddesley Road Penkridge Staffordshire and every part of it the Purchaser with intent to bind the property and every part of it whoever owns it covenants with the Vendor in the terms set out in the Third Schedule

THIRD SCHEDULE

Covenants

Not to injure or interfere with the existing water pipe and water supply situated on or under the property"

End of register

Development Policies

7.9 The following Development Policies support Core Policy 2.

Policy EQ1: Protecting, Enhancing and Expanding Natural Assets

Permission will be granted for development (alone or in combination) which would not cause significant harm to sites and/or habitats of nature conservation, geological or geomorphological value, including ancient woodlands and hedgerows, together with species that are protected or under threat. Support will be given to proposals which enhance and increase the number of sites and habitats of nature conservation value, and to meeting the objectives of the Staffordshire Biodiversity Action Plan (SBAP).

In line with the objectives of the Water Framework Directive (WFD), development proposals must not adversely affect the ecological status of a water body and wherever possible take measures to improve ecological value in order to help meet the required status.

International Sites

Any proposed development that could have an adverse affect on the integrity of an international wildlife, geodiversity or landscape site (e.g. Natura 2000 or Ramsar site, Special Area of Conservation) or on ground water flows to those sites, alone or in combination with other plans or projects, will not be permitted unless it can be demonstrated that the legislative provisions to protect such sites can be fully met.

National Sites

Protected wildlife, geodiversity and landscape sites designated under national legislation are shown on the Policies Map [e.g. Sites of Special Scientific Interest (SSSIs), National Nature Reserves (NNRs)] and will be protected under the terms of that legislation.

Local Sites

Locally important sites are also identified [e.g. Sites of Biological Importance (SBIs), Regionally Important Geological Sites (RIGs), Local Nature Reserves (LNRs)] and will be protected and enhanced. Outside the areas designated, the interests of nature conservation must be taken into account in accordance with national guidance.

The restoration or creation of new habitats and the expansion of habitats in South Staffordshire will be supported where these contribute to priorities in the UK Biodiversity Action Plan and the Staffordshire Biodiversity Action Plan including priority habitats such as native woodland, hedgerows, and lowland heathland. Areas or sites for the restoration or creation of biodiversity priority habitats will be identified through Biodiversity Opportunity Mapping working in partnership with

Natural England, Staffordshire Wildlife Trust and Staffordshire County Council.

Wherever possible, development proposals should build in biodiversity by incorporating ecologically sensitive design and features for biodiversity within the development scheme.

Development proposals should be consistent with the Supplementary Planning Documents on Biodiversity and Landscape Character and other local planning policies.

Explanation

- 7.10 The Policy seeks to protect and enhance the natural environment including the protection of trees, woodlands and hedgerows and is consistent with the NPPF.
- 7.11 Development should be supported on sites where it can be demonstrated that satisfactory mitigation measures for species and habitats can be created. The natural environment such as trees should also be integrated into the built environment for health and wellbeing, amenity and biodiversity benefits and climate change mitigation.
- 7.12 The Policy covers all aspects of biological and geological interest and provides direct support for the Staffordshire Biodiversity Action Plan. Within South Staffordshire, areas of native woodland and lowland heathland and hedgerows are identified as priority habitats and the Council will work with its partners in the restoration and creation of these habitats.

Key Evidence

Sustainable Community Strategy 2008 - 2020

Habitats Regulation Assessment Review of the Core Strategy 2010

Staffordshire Biodiversity Action Plan 2001

Staffordshire Geodiversity Action Plan 2004

Staffordshire Ecological Records

Tree and Woodland Strategy 2010 Open Space Strategy 2009

Cannock Chase AONB Management Plan 2009 - 2014

Evidence Base relating to Cannock Chase SAC and the Appropriate

Assessment of Local Authority Core Strategies 2010

Cannock Chase Visitor Impact Mitigation Strategy 2010

Assessment of Physical and Environmental Constraints 2009

Delivery and Monitoring

Through the Development Management process in consultation with Natural England and other partners

Policy EQ3: Conservation, Preservation and Protection of Heritage Assets

The conservation and enhancement of South Staffordshire's historic environment will be achieved by a number of means:

- a) The Council will establish, review and maintain records of known heritage assets including:
 - Listed buildings
 - Scheduled Ancient Monuments
 - Conservation Areas
 - Registered Parks and Gardens
 - Buildings of Special Local Interest (a 'local list')
 - Undesignated heritage assets
 - Other historic landscapes

and will support and encourage ever greater appreciation, knowledge and enjoyment of the District's historic environment and heritage assets through:

- joint working with local communities and interest groups such as civic and historical societies;
- the continual development and refinement of the Local List; and
- Interaction with the County Council's Historic Environment Record (HER).
- b) The Council will support and encourage measures which secure the improved maintenance, management and sustainable reuse of heritage assets, particularly those which are identified nationally or locally as being at risk. Where necessary an assessment will be made of whether the benefits of a proposal for enabling development, which would otherwise conflict with planning policies but which would secure the future conservation of a heritage asset, outweigh the disbenefits of departing from those policies.
- c) The Council will ensure that development which affects a heritage asset or its setting will be informed by a proportionate assessment of the significance of the asset, including its setting, which is likely to be affected by the proposals. These will be judged by considering the extent to which an asset's archaeological, architectural, historic or artistic interest will be harmed, including its conservation, in the interest of present and future generations.
- d) In the case of development in a conservation area proposals will be considered against any management plan and appraisal adopted for that area.
- e) The Council will consider the significance and setting of all proposed works to heritage assets, informed by relevant guidance that is supported by English Heritage. In addition the following principles will be adhered to:

- minimising the loss and disturbance of historic materials
- using appropriate materials, and
- ensuring alterations are reversible
- f) The Council will require all works proposed to heritage assets, or sites with the potential to include assets, to be informed by a level of historical, architectural and archaeological evidence proportionate to their significance. Where appropriate, the Council may also require historical research and archaeological recording to be undertaken before works to a heritage asset commence.

Heritage assets including Listed Buildings (and those on a local list) Registered Parks and Gardens (and other historic landscapes) Conservation Areas and Scheduled Ancient Monuments are identified on the Policies Map and Inset Plans.

Development proposals should be consistent with the NPPF, the adopted Village Design Guide Supplementary Planning Document (or subsequent revisions) and other local planning policies.

Explanation

- 7.15 South Staffordshire's historic environment is a rich and varied, finite and vulnerable resource which results from the District's evolution over thousands of years. It includes natural and man-made landscapes as well as the historic built environment. The inevitable and continuous processes of change and development create pressures on this resource and policies are needed to ensure its continued conservation.
- 7.16 Recent changes in national policy have introduced two terms to encompass this very broad spectrum. "Designated heritage assets" include Scheduled Ancient Monuments, Listed Buildings, Registered Parks and Gardens and Conservation Areas; whilst "Heritage assets" are essentially those identified by the Council in its decision making processes and include local listings.
- 7.17 In order to ensure that the historic environment has a sustainable future it is essential that decisions are informed by a sound evidence base. This is wide ranging and includes Staffordshire County Council's Historic Environment Records, Historic Characterisation and Landscape Characterisation mapping, Extensive Urban Surveys (for towns and villages with a market charter) and, in conjunction with English Heritage, the West Midlands Farmsteads and Landscapes Project Survey.
- 7.18 The Council commissioned appraisals of its 11 village conservation areas. These informed the production of Management Plans for each area, which will be reviewed and updated every 5 years. This will ensure an up-to-date basis for planning decisions in these conservation areas. In addition the County Council has completed a series of Historic Environment Character Assessments for 14 of the District's villages. This, together with the Council's

- own survey work, will help to explain how the historic built environment has evolved and to identify buildings for the local list.
- 7.19 This comprehensive evidence base will emerge as a Supplementary Planning Document which encompasses the Historic Environment, identifying the main issues, and will also be used to inform and refresh the Village Design Guide.
- 7.20 In order to ensure that buildings at risk are saved or not degraded further, sometimes 'enabling development' is the only viable option. In this case paragraph (b) of this policy will be used in conjunction with guidance 'Enabling Development and the Conservation of Significant Places' issued by English Heritage in 2008 or subsequent guidance for enabling development.

Key Evidence

Sustainable Community Strategy 2008 - 2020 Conservation Area Appraisals and Management Plans 2010 Village Design Guide SPD 2009 Buildings of Special Local Interest (on going) Historic Environment Character Assessment 2011 Assessment of Physical and Environmental Constraints 2009 West Midlands Farmsteads and Landscapes Project 2010

Delivery and Monitoring

Through the Development Management process in consultation with English Heritage, the County Council and other partners
Conservation and Design advice
Conservation Area Management Plans
Village Design Guide SPD(or subsequent revisions)
Historic Environment SPD
LSP Environmental Quality Delivery Plan

The monitoring arrangements are set out in the Monitoring Framework in Appendix 1.

Policy EQ4: Protecting and Enhancing the Character and Appearance of the Landscape

The intrinsic rural character and local distinctiveness of the South Staffordshire landscape should be maintained and where possible enhanced. Trees, veteran trees, woodland, ancient woodland and hedgerows should be protected from damage and retained unless it can be demonstrated that removal is necessary and appropriate mitigation can be achieved. For visual and ecological reasons, new and replacement planting should be of locally native species.

The Council will encourage and support the creation of new woodlands



these conservation areas. In addition the County Council has completed a series of Historic Environment Character Assessments for 14 of the District's villages. This, together with the Council's own survey work, will help to explain how the historic built environment has evolved and to identify buildings for the local list.

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Key Evidence

Sustainable Community Strategy 2008 - 2020
Conservation Area Appraisals and Management Plans 2010
Village Design Guide SPD 2009
Buildings of Special Local Interest (on going)
Historic Environment Character Assessment 2011
Assessment of Physical and Environmental Constraints 2009
West Midlands Farmsteads and Landscapes Project 2010

Delivery and Monitoring

Through the Development Management process in consultation with English Heritage, the County Council and other partners
Conservation and Design advice
Conservation Area Management Plans

Village Design Guide SPD(or subsequent revisions)

Historic Environment SPD

LSP Environmental Quality Delivery Plan

The monitoring arrangements are set out in the Monitoring Framework in Appendix 1.

Policy EQ4: Protecting and Enhancing the Character and Appearance of the Landscape

The intrinsic rural character and local distinctiveness of the South Staffordshire landscape should be maintained and where possible enhanced. Trees, veteran trees, woodland, ancient woodland and hedgerows should be protected from damage and retained unless it can be demonstrated that removal is necessary and appropriate mitigation can be achieved. For visual and ecological reasons, new and replacement

planting should be of locally native species.

The Council will encourage and support the creation of new woodlands and the management of existing woodlands particularly where they contribute to community forestry. Reference should be made to the Council's Tree and Woodland Strategy.

Throughout the District, the design and location of new development should take account of the characteristics and sensitivity of the landscape and its surroundings, and not have a detrimental effect on the immediate environment and on any important medium and long distance views.

The siting, scale, and design of new development will need to take full account of the nature and distinctive qualities of the local landscape. The use of techniques, such as landscape character analysis, to establish the local importance and the key features that should be protected and enhanced, will be supported.

Proposals should retain and strengthen the components of landscape character and local distinctiveness, with particular attention to the detailing of any proposal and its relationship with existing buildings, features and vegetation. Proposals within the Historic Landscape Areas (HLA) defined on the Policies Map should have special regard to the desirability of conserving and enhancing the historic landscape character, important landscape features and the setting of the HLA. The County Council's Landscape Character Assessment and Historic Landscape Characterisation will provide an informed framework for the decision making process.

Where possible, opportunities should be taken to add character and distinctiveness through the contribution of new landscape features, particularly to landscapes which have been degraded.

Development within the Cannock Chase Area of Outstanding Natural Beauty (AONB) and its setting as shown on the Policies Map will be subject to special scrutiny, in accordance with national policy and any additional guidance, in order to conserve and enhance the landscape, nature conservation and recreation interests of the area.

Proposals that contribute to the objectives of the Cannock Chase AONB Management Plan, the Forest of Mercia and other local initiatives that will contribute to enhancing landscape character will be supported.

Development proposals should be consistent with the adopted Village Design Guide Supplementary Planning Document (or subsequent revisions), the Supplementary Planning Documents on Landscape Character and Biodiversity and other local planning policies.

Explanation

- 7.21 The landscape of South Staffordshire is rich and varied and includes part of the Cannock Chase Area of Outstanding Natural Beauty (AONB). It is an important objective of the Core Strategy to protect the character and appearance of the landscape and conserve this heritage for the future. The NPPF states that the highest status of protection in relation to landscape and scenic beauty should be given to AONBs, and the extent of the Cannock Chase AONB, to which the national policy applies, is shown on the Policies Map.
- 7.22 There are 13 historic parklands and gardens in South Staffordshire, at Chillington, Enville, Four Ashes, Hatherton, Hilton, Himley/Wodehouse, Somerford, Stretton, Teddesley, Patshull, Prestwood, Wergs and Weston. The parklands at Chillington Hall, Enville, and Weston Park are of particularly high quality and have been identified as Grade ii* in the National Register of Historic Parks and Gardens by English Heritage. Patshull Hall and Himley Hall have been identified as Grade ii.
- 7.23 Historic parklands are valuable heritage assets and important to the distinctive rural character of South Staffordshire. They may contain avenues of trees, woodlands, individual veteran trees, areas of wood pasture, lakes and other water features, historic earthworks, moats, hedges, banks and green lanes which are all valuable habitats for wildlife. They also have potential for environmental education and tourism, as well as contributing to the attractiveness of the landscape.
- 7.24 The historic parklands and gardens in South Staffordshire, including those designated as Registered Parks and Gardens have been designated as 'Historic Landscape Areas' (HLAs) to protect them from inappropriate development and management. The principle of the HLAs was first established in the 1996 Local Plan and has been carried forward into the new local planning strategy to ensure that these areas are retained for the future.
- 7.25 The Council will encourage and support the conservation, enhancement and sustainable management of these heritage assets through the preparation of conservation management plans. The Council will work with landowners, English Heritage, the Staffordshire Gardens and Parks Trust, the Garden History Society, Natural England, Staffordshire Wildlife Trust and Staffordshire County Council on matters relating to historic parklands and gardens.
- 7.26 The Policy is consistent with the NPPF. Any development which will have an impact on the landscape should address the intrinsic character of its surroundings, and seek where possible to retain and strengthen the intrinsic character of areas. Landscape character analysis will be an important technique in many circumstances, utilising detailed work already undertaken by Staffordshire County Council in the Supplementary Planning Document 'Planning for Landscape Change' and work on historic landscape characterisation. More detailed guidance on landscape character will be included in a Supplementary Planning Document.

Key Evidence

Sustainable Community Strategy 2008 - 2020

Planning for Landscape Change – Staffordshire County Council SPG 1996-2011

South Staffordshire Landscape Assessment 2003

Historic Environment Character Assessment 2011

Tree and Woodland Strategy 2010

Village Design Guide SPD 2009

Open Space Strategy 2009

Cannock Chase AONB Management Plan 2009 - 2014

Forest of Mercia Plan 1993

Assessment of Physical and Environmental Constraints 2009

Staffordshire Historic Landscape Characterisation Project 2010

Delivery and Monitoring

Through the Development Management process in consultation with Natural England, the County Council and other partners

Landscape advice

Management plans for major open spaces

Cannock Chase AONB Management Plan

Forest of Mercia Plan

LSP Environmental Quality Delivery Plan

Landscape Character SPD

Biodiversity SPD

The monitoring arrangements are set out in the Monitoring Framework in Appendix 1.

Sustainable Development

Introduction

- 7.27 Development which embodies the principles of sustainable development is at the heart of the local planning strategy and is fundamental to the creation of sustainable communities. This means creating a pattern of resource use that aims to meet the needs of the present without compromising the ability of future generations to meet their own needs. The movement towards low carbon lifestyles is one way in which South Staffordshire can respond positively to the challenge of climate change, and therefore the local planning strategy is focused on directing development towards the most sustainable locations, minimising the need to travel and distances travelled, particularly by private car, and providing supporting facilities and infrastructure.
- 7.28 Climate change is recognised as the most urgent environmental challenge facing the world today. The need to respond pro-actively to this issue has been identified as a

major priority for local authorities including South Staffordshire, and planning has a key role to play in ensuring that development minimises its impact on the environment, helps to mitigate and adapt to adverse effects of climate change and provides renewable energy generation in a sensitive way.

7.29 As a means of tackling climate change South Staffordshire must be a place where sustainable communities are created and a District where people want to live and work, now and in the future. The Council is therefore seeking to create communities which meet the diverse needs of existing and future residents, are sensitive to their environment, and contribute to a high quality of life. Communities must be safe and inclusive, well planned, built and run, and offer equality of opportunity and good services for all.

Core Policy 3: Sustainable Development and Climate Change

The Council will require development to be designed to cater for the effects of climate change, making prudent use of natural resources, enabling opportunities for renewable energy and energy efficiency and helping to minimise any environmental impacts. This will be achieved by:

- a) giving preference to development on previously developed land (brownfield land) in sustainable locations, provided it is not of high environmental value; and supporting and encouraging the reuse of buildings as a sustainable option;
- supporting and encouraging development which facilitates sustainable modes of transport, including the transport of materials and recycling products, by requiring travel plans for developments which would have significant transport implications;
- c) ensuring that development on brownfield land affected by contamination or land instability is remediated in accordance with the NPPF;
- d) ensuring that all new development and conversion schemes, are located and designed to maximise energy efficiency, and incorporate the best environmental practice and sustainable construction techniques appropriate to the size and type of development; and minimises the consumption and extraction of minerals by making the greatest possible reuse and recycling of materials in new construction;
- e) ensuring that building design is flexible to future needs and users, and reduces energy consumption by appropriate methods, such as high standards of insulation, layout, orientation, using natural lighting and ventilation, and capturing the sun's heat where appropriate;
- f) minimising and managing waste in a sustainable way, particularly through re-use and recycling;

and the provision of recycling facilities in new development. These need to be well-designed, in terms of efficiency and encouragement of use, and located in sustainable locations (particularly village centres, where use can be associated with the purpose of other trips). Reflecting other Local Plan policies, development proposals should minimise environmental and visual impact, and respect the interests of nature conservation and the historic environment.

Key Evidence

Sustainable Community Strategy 2008 - 2020 South Staffordshire Climate Change Strategy and Action Plan 2008 South Staffordshire Waste Strategy 2009 Staffordshire and Stoke-on-Trent Waste Core Strategy 2010 - 2026

Delivery and Monitoring

Through the Development Management process in consultation with Environment Agency and other partners LSP Environmental Quality Delivery Plan Sustainable Development SPD

The monitoring arrangements are set out in the Monitoring Framework in Appendix 1.

Policy EQ9: Protecting Residential Amenity

All development proposals should take into account the amenity of any nearby residents, particularly with regard to privacy, security, noise and disturbance, pollution (including light pollution), odours and daylight.

Noise sensitive developments such as housing development will not be permitted in the vicinity of established noise generating uses where potential for harmful noise levels is known to exist unless measures to suppress noise sources can be provided through condition or legal agreement.

Development likely to generate harmful noise levels will be directed to appropriate locations away from known noise sensitive locations and noise sensitive habitats unless measures to suppress noise can be provided for the life of the development through legal agreement.

Sensitive developments such as housing will not be permitted in the vicinity of established sources of pollution which may give rise to harm to the amenity of occupants. Proposals involving the reuse and conversion of redundant agricultural buildings to residential use should not take place where agricultural use involving the keeping of animals or associated

waste is to be retained in adjacent buildings.

Development likely to harm the amenity of neighbouring residents will be directed to appropriate locations away from known sensitive locations.

Development must not unacceptably reduce the existing level of amenity space about buildings, particularly dwellings, and not unacceptably affect the amenity of residents or occupants.

Development proposals should be consistent with other local planning policies.

Explanation

7.49 The NPPF sets out the key role of the planning system to deliver sustainable development, including the role of planning in relation to the protection of amenity. The above Policy sets out the general principles relating to residential amenity particularly in respect of important issues such as privacy, noise and disturbance and pollution including the amenity of residents living adjacent to buildings in agricultural use. The policy also considers reasonable levels of private amenity space and seeks to safeguard the amenity of neighbours.

Key Evidence

South Staffordshire Contaminated Land Strategy 2001 Air Quality Updating and Screening Assessment 2009

Delivery and Monitoring

Through the Development Management process in consultation with Environment Agency and other partners
Air Quality Management Areas
LSP Environmental Quality Delivery Plan
Village Design Guide SPD (or subsequent revisions)

The monitoring arrangements are set out in the Monitoring Framework in Appendix 1.

Policy EQ10: Hazardous and Environmentally Sensitive Development

The public, land uses and the natural environment will be protected from the actual or potential effects of hazardous or other activities likely to be detrimental to public health or amenity. Village Design Guide SPD 2009 Conservation Area Appraisals and Management Plans 2010 Open Space Strategy 2009

Delivery and Monitoring

Through Development Policy EQ13 LSP Environmental Quality Delivery Plan Conservation Area Management Plans Village Design Guide SPD (or subsequent revisions)

The monitoring arrangements are set out in the Monitoring Framework in Appendix 1.

Development Policies

7.58 The following Development Policies support Core Policy 4.

Policy EQ11: Wider Design Considerations

The design of all developments must be of the highest quality and the submission of design statements supporting and explaining the design components of proposals will be required. Proposals should be consistent with the design guidance set out in the adopted Village Design Guide Supplementary Planning Document (or subsequent revisions) and be informed by any other local design statements.

Development proposals must seek to achieve creative and sustainable designs that take into account local character and distinctiveness, and reflect the principles set out below. The Council will encourage innovative design solutions.

A. Use

- a) mixed use developments will be encouraged where the uses are compatible with and complementary to each other and to other uses in the existing community, and where the development will help support a range of services and public transport (existing or new);
- b) proposals should where possible promote a density and mix of uses which create vitality and interest where appropriate to their setting;

B. Movement

 c) opportunities should be taken to create and preserve layouts giving a choice of easy and alternative interconnecting routes, including access to facilities and public transport and offer a safe, attractive environment for all users; d) provision should be made, especially within the proximity of homes, for safe and attractive walking and cycling conditions, including the provision of footpath links, cycleways and cycle parking facilities, and links to green infrastructure in accordance with Policies EV11 and HWB2;

C. Form

- e) proposals should respect local character and distinctiveness including that of the surrounding development and landscape, in accordance with Policy EQ4, by enhancing the positive attributes whilst mitigating the negative aspects;
- f) in terms of scale, volume, massing and materials, development should contribute positively to the streetscene and surrounding buildings, whilst respecting the scale of spaces and buildings in the local area;
- g) development should relate to and respect any historic context of the site, including plot patterns and street layout taking account of the guidance contained in Policy EQ3;
- h) development within or adjacent to a waterway corridor should take advantage of the waterside setting with an appropriate green corridor taking account of the aims and objectives of Policy HWB2;
- i) development should take every opportunity to create good design that respects and safeguards key views, visual amenity, roofscapes, landmarks, and focal points;
- j) development should take account of traditional design and forms of construction where appropriate, and avoid the use of inappropriate details;
- k) development should incorporate high quality building design and detailing, with particular attention given to appropriately designed elements;
- development must ensure a high standard of access for all and that safe and easy access is available to all potential users, regardless of ability, age or gender;
- m) sustainable forms of development should be designed, incorporating renewable energy use, minimising waste production and providing opportunities for recycling, and minimising pollution. Development should seek to minimise water use including the incorporation of water recycling and harvesting, and ensure the use of Sustainable Drainage Systems (SUDS). Use or re-use of sustainable materials will be encouraged. Orientation and layout of development should maximise the potential for passive solar heating, taking account of the implications of solar heat gain;

D. Space

- n) proposals should create pedestrian-friendly places that allow for necessary vehicular access;
- o) places should be safe and secure, with effective natural surveillance;
- p) well designed private and semi-private open space should be incorporated for all buildings, appropriate to the character of the area;
- q) opportunities should be taken to support the development of a varied network of attractive, and usable publicly accessible spaces;
- r) provision for parking should where possible be made in discreet but planned locations within the development;
- s) design should seek to retain existing important species and habitats and maximise opportunities for habitat enhancement, creation and management in accordance with Policy EQ1.

The Council's Space About Dwelling standards are set out in Appendix 6.

Development proposals should be consistent with other local planning policies.

Explanation

- 7.59 The Council attaches significant importance to securing a high level of design quality in the District and this is reflected in the adopted Village Design Guide SPD (or subsequent revisions). The NPPF also refers to the importance of achieving high quality and inclusive design and the CABE publication "Making Design Policy Work" highlights a number of important issues to take into account in developing a policy approach to design.
- 7.60 The design guidance set out in the above Policy identifies the importance of local character and distinctiveness, and gives guidance on achieving sustainable development, use, movement, form and space. Achieving safe designs will be important and issues relating to community safety are addressed in Core Policy 13 and Policy CS1.

Key Evidence

Sustainable Community Strategy 2008 – 2020 Southern Staffordshire Surface Water Management Plan Phase 1 2010 Planning for Landscape Change – Staffordshire County Council SPG 19962011

South Staffordshire Landscape Assessment 2003 Historic Environment Character Assessment 2011 Village Design Guide SPD 2009 Conservation Area Appraisals and Management Plans 2010 Open Space Strategy 2009

Delivery and Monitoring

Through the Development Management process LSP Environmental Quality Delivery Plan Village Design Guide SPD (or subsequent revisions) Conservation Area Management Plans Open Space Strategy Action Plan

The monitoring arrangements are set out in the Monitoring Framework in Appendix 1.

Policy EQ12: Landscaping

Landscaping of new development must be an integral part of the overall design, which complements and enhances the development and the wider area, and:

- a) creates a visually pleasant, sustainable and biodiversity rich environment;
- b) provides for sustainable solutions including the use of Sustainable Drainage Systems (SUDS). Designs should respond to the potential implications of climate change;
- c) protects and enhances key landscape features;
- d) creates new features and areas of open space that reflect local landscape character;
- e) contributes to character, appearance and sense of place;
- f) promotes a public realm which is attractive and safe.

Development proposals should be consistent with the adopted Village Design Guide Supplementary Planning Document (or subsequent revisions), the Supplementary Planning Documents on Landscape Character and Biodiversity and other local planning policies.

Explanation

- 7.61 The NPPF stresses the importance of giving due consideration to landscaping issues. The above Policy provides specific guidance on landscaping and stresses the need to ensure appropriate landscaping for all developments. It is important to achieve landscaping which protects and enhances key landscape features, and can take advantage of them, and that creates natural and sustainable features which contribute to biodiversity, and in terms of public realm are rich in identity, and are attractive and safe.
- 7.62 Sustainability considerations are also key elements of the policy including the use of Sustainable Drainage Systems (SUDS) and sustainable construction methods. Landscape designs should take into account the implications of climate change through species selection and by planting that provides for additional shade or winter solar gain. Further guidance on detailed landscaping and sustainability issues will be given in a Supplementary Planning Document on Landscape Character.

Key Evidence

Sustainable Community Strategy 2008 – 2020 South Staffordshire Climate Change Strategy and Action Plan 2009 Southern Staffordshire Surface Water Management Plan Phase 1 2010 Planning for Landscape Change – Staffordshire County Council SPG 1996-2011

South Staffordshire Landscape Assessment 2003 Open Space Strategy 2009

Delivery and Monitoring

Through the Development Management process Landscape Character SPD Open Space Strategy Action Plan LSP Environmental Quality Delivery Plan

The monitoring arrangements are set out in the Monitoring Framework in Appendix 1.

Infrastructure Delivery

<u>Introduction</u>

- 7.63 The term infrastructure is broadly used to define all of the requirements that are needed to make places function efficiently and effectively and in a way that creates sustainable communities. Infrastructure is commonly split into three main categories, defined as:
 - Physical Infrastructure: the broad collection of systems and facilities that house and transport people and goods, and provide services e.g. transportation networks, housing, energy supplies, water,

Policy GB1: Development in the Green Belt

Within the South Staffordshire portion of the West Midlands Green Belt as defined on the Policies Map, development acceptable within the terms of national planning policy set out in the NPPF will normally be permitted where the proposed development is for either:

- **A**. A new or extended building, provided it is for:
- a) purposes directly related to agriculture or forestry; or
- appropriate small-scale facilities for outdoor sport or recreation, nature conservation, cemeteries and for other uses of land which preserve the openness of the Green Belt and which do not conflict with its purposes; or
- c) affordable housing where there is a proven local need in accordance with Policy H2; or
- d) limited infilling* and limited extension(s), alteration or replacement of an existing building where the extension(s) or alterations are not disproportionate to the size of the original building, and in the case of a replacement building the new building is not materially larger than the building it replaces. Guidance in these matters will be contained in the Green Belt and Open Countryside Supplementary Planning Document (SPD).
- **B**. The re-use of a building provided that:
- e) the proposed use of any building (taking into account the size of any extensions, rebuilding or required alterations), would not harm the openness of the Green Belt or the fulfilment of its purposes.
- **C**. Changes of Use of Land:
- f) the carrying out of engineering or other operations, or the making of a material change of use of land, where the works or use proposed would have no material effect on the openness of the Green Belt, or the fulfilment of its purposes.
- **D.** Development brought forward under a Community Right to Build Order.

Development proposals should be consistent with other local planning policies.

*Footnote: Limited infilling is defined as the filling of small gaps (1 or 2 buildings) within a built up frontage of development which would not exceed the height of the existing buildings, not lead to a major increase in the developed proportion of the site, or have a greater impact on the openness of the Green Belt and the purpose of including land within it.

8.31 In the Site Allocations DPD each site will have an individual development brief to identify the housing mix required, which will be informed by viability assessments to ensure that the requirements are achievable. This will be evidenced through the completion of a refreshed Housing Market Assessment. Local housing market studies will also underpin the consideration of housing mix on planning applications through the Development Management process.

Key Evidence

Sustainable Community Strategy 2008 - 2020 LSP Housing Strategy 2009 - 2012 Older Persons Strategy 2007 Staffordshire Flexi Care Strategy 2010 - 2015

Delivery and Monitoring

Through the Development Management process LSP Housing Strategy Delivery Plan Working with the County Council and other partners Infrastructure Delivery Plan

The monitoring arrangements are set out in the Monitoring Framework in Appendix 1.

Policy H6: Gypsies, Travellers and Travelling Showpeople

The Council will meet the accommodation needs of Gypsies, Travellers & Travelling Showpeople as set out in the Gypsy and Traveller Accommodation Assessment 2008 GTAA and seek to maintain a 5 year supply of specific deliverable sites identified on an annual basis: -

Accommodation	2007-	2012-	2016-	2021-	2026-
	2012	2016	2021	2026	2028
Residential	32	15	17	15	6
Pitches					
Transit Pitches	5	NA	NA	NA	NA
Travelling	13	1	2	2	1
Showpeople					
plots					
Total	50	16	19	17	7

The Council will grant planning permission in suitable locations for additional pitches and allocate suitable sites in the Site Allocations DPD in accordance with the National Planning Policy for Traveller Sites, the NPPF and the following criteria:

- 1. The intended occupants must meet the definition of Gypsies & Travellers or Travelling Showpeople as set out in Annex 1 of National Planning Policy for Traveller Sites; and
- 2. Essential services such as power, water sewerage, drainage and waste disposal are either available or can be provided to service the site; and
- 3. The site will be well designed and landscaped to give privacy between pitches; for the occupiers of the site and between the site and adjacent users to protect the amenities of the occupiers of the site and the amenities of neighbouring residential properties, including 'boaters'; and
- 4. Transit sites should have good access to the strategic highway network; and
- 5. Sites for Travelling Showpeople will be large enough to accommodate ancillary yards for business uses and be located in areas where there is no unacceptable impact on neighbouring residential properties, including 'boaters', by reason of air pollution, noise or risk to the health and safety of local residents arising from the storage of large items of mobile equipment; and
- 6. The site can adequately and safely be accessed by vehicles towing caravans, is well related to the established local highway network and adequate space within the site to accommodate vehicle parking, turning space and to accommodate the occupants of the site having regard to the provision of adequate amenity space and play space for children; and
- 7. The proposal, either in itself or cumulatively having regard to existing neighbouring sites, must be of an appropriate size so as to not put unacceptable strain on infrastructure or dominate the nearest settled communities to avoid problems of community safety arising from poor social cohesion with existing families; and
- 8. Proposals shall be sited and landscaped to ensure that any impact on the character and landscape of the locality is minimised, including impacts on biodiversity and nature conservation. In areas of nationally, sub-nationally or locally recognised designations planning permission will only be granted where the objectives of designation would not be compromised by the development examples will include:
 - a) The Green Belt where demonstrably harmful impact on the 'openness' of the Green Belt will be resisted;
 - b) Cannock Chase Area of Outstanding Natural Beauty (AONB) where proposals that will harm the setting, function and integrity of Cannock Chase will be resisted;
 - c) Sites of Special Scientific Interest (SSSI), including Kinver Edge, Conservation Areas, Special Areas of Conservation (SAC), including Mottey Meadows near

Wheaton Aston, Local Nature Reserves (LNR), including Shoal Hill Common, or any other protected sites - where proposals that will harm the setting, function and integrity of these areas will be resisted;

- d) Recognised tourism and heritage assets of South Staffordshire, including historic parks and gardens and the environs of the canal network within the District – where proposals that could undermine the economic vibrancy of South Staffordshire, by harming the aims, objectives and planned actions within the Council's Tourism Strategy, will be resisted; and
- 9. Proposals must not be located in areas at high risk of flooding including functional floodplains (flood zones 3a and 3b).

The Council will monitor and manage the provision of additional pitches within South Staffordshire against the phased provision set out above. Where there is no shortfall against the phased provision within each phased time-frame, in determining planning applications for additional pitches the Council will firmly resist any proposals within the Green Belt or the open countryside within South Staffordshire or proposals in locations that could introduce problems of social cohesion with the settled community or with the occupants of authorised sites for Gypsies, Travellers and Travelling Showpeople.

The Council will not tolerate the occupation by Gypsies and Travellers of unlawful sites and will seek the assistance of the Courts to remove them from such sites and recover the costs of such removal and the cost of restoring the site to its original state.

The Council anticipates that the requirements to meet the needs of Gypsies, Travellers & Travelling Showpeople in South Staffordshire will be met through the provision of private sites. However, the Council will monitor the situation locally and liaise with the local Gypsy & Traveller Communities (including Travelling Showpeople), and seek to secure the provision of a suitably located public site(s) if there is a proven need for such provision having regard to the health, welfare and educational needs of the local travelling communities.

The Council will engage with the occupiers and owners of existing Gypsy & Traveller sites and sites of Travelling Showpeople in order to consider the capacity within existing sites and, where justified and subject to the criteria set out above, will consider the appropriate extension of existing sites.

Explanation

8.32 The housing needs of Gypsy and Traveller communities, including Travelling Showpeople is an important issue to be addressed. South Staffordshire Council, in partnership with Cannock Chase District Council, Lichfield District Council, Tamworth Borough Council, Nuneaton and Bedworth Borough Council, Rugby Borough Council and North

- Warwickshire Borough Council commissioned a Gypsy and Traveller Accommodation Assessment (GTAA) in 2007 and which was completed in February 2008.
- 8.33 The GTAA identified a need for additional permanent residential pitches for Gypsies and Travellers and plots for Travelling Showpeople within the District to 2026. In order to meet the requirements of NPPF, the GTAA pitch requirements have been increased by a further two years' supply to ensure that there will be a continuous delivery of pitches for at least 15 years from the date of the adoption of the Core Strategy DPD.
- 8.34 The Policy sets out the criteria for the delivery of additional residential pitches and transit pitches for Gypsies and Travellers and plots for Travelling Showpeople based on the evidence in the GTAA. It is intended that sites will be identified through the Site Allocations DPD.
- 8.35 Applications for new sites and the refurbishment of existing sites will normally be expected to meet the design guidelines detailed in National Guidance (Designing Gypsy and Traveller Sites, Good Practice Guide).

Key Evidence

LSP Housing Strategy 2009 - 2012 Gypsy and Traveller Accommodation Assessment 2008 Gypsy and Traveller Site Data WMRSS Evidence Base WMRSS Interim Policy Statement 2010

Delivery and Monitoring

Through the Development Management process Working with Gypsy and Traveller communities Site Allocations DPD

The monitoring arrangements are set out in the Monitoring Framework in Appendix 1.