

# Derby, Derbyshire, Peak District National Park Authority and East Staffordshire Gypsy and Traveller Accommodation Assessment

## Report July 2023

*RRR Consultancy Ltd*









# Table of Contents

<b>Table of Contents</b> .....	<b>3</b>
<i>Introduction</i> .....	1
<i>Policy context</i> .....	2
<i>Population Trends</i> .....	2
<i>Stakeholder Consultation</i> .....	4
<i>Consultation with households</i> .....	4
<i>Accommodation needs</i> .....	4
<i>Transit provision</i> .....	6
<i>Conclusions</i> .....	6
<b>1. Introduction</b> .....	<b>9</b>
<i>Study context</i> .....	9
<i>Methodological context</i> .....	9
<i>Geographical context of Derbyshire</i> .....	10
<i>Geographical context of East Staffordshire</i> .....	11
<i>Map of the study area</i> .....	12
<i>Summary</i> .....	14
<b>2. Policy context</b> .....	<b>15</b>
<i>Introduction</i> .....	15
<i>National Policies</i> .....	15
<i>Definition Context</i> .....	16
<i>Local Planning Policies</i> .....	20
<i>Duty to cooperate and cross-border issues</i> .....	28
<i>Summary</i> .....	31
<b>3. Trends in the population levels</b> .....	<b>32</b>
<i>Introduction</i> .....	32
<i>Population</i> .....	33
<i>Data on unauthorised encampments</i> .....	36
<i>Local authority data on unauthorised encampments</i> .....	37
<i>Permanent Gypsy and Traveller residential pitches within the study area</i> .....	39
<i>Transit provision</i> .....	40
<i>Travelling Showpeople</i> .....	41
<i>Boat Dwellers</i> .....	41
<i>Residential caravan sites</i> .....	41
<i>Summary</i> .....	42
<b>4. Stakeholder consultation</b> .....	<b>43</b>
<i>Introduction</i> .....	43
<i>Accommodation needs</i> .....	43
<i>Barriers to Accommodation Provision</i> .....	45
<i>Transit provision and travelling patterns</i> .....	47
<i>Access to Services</i> .....	49
<i>Communication</i> .....	50
<i>Summary</i> .....	51

<b>5. Gypsies and Travellers consultation.....</b>	<b>53</b>
<i>Introduction.....</i>	53
<i>Consultation.....</i>	55
<i>Accommodation needs.....</i>	56
<i>Requirement for residential pitches 2020-2025.....</i>	57
<i>Requirement for residential pitches 2020-2025: steps of the calculation.....</i>	58
<i>Supply of pitches 2020-2025.....</i>	59
<i>Need for pitches 2020-2025.....</i>	60
<i>Requirement for residential pitches 2020-2025 per authority.....</i>	62
<i>Requirement for residential pitches 2025-2040.....</i>	62
<i>Requirements for transit pitches / negotiated stopping arrangements.....</i>	63
<b>6. Travelling Showpeople consultation.....</b>	<b>68</b>
<i>Introduction.....</i>	68
<i>Consultation.....</i>	69
<i>Calculation of Accommodation Needs.....</i>	70
<i>Requirement for residential plots 2020-2025.....</i>	70
<i>Requirement for residential plots 2020-2025: steps of the calculation.....</i>	71
<i>Supply of plots 2020-2025.....</i>	71
<i>Need for plots 2020-2025.....</i>	72
<i>Requirement for residential plots 2025-2040.....</i>	73
<i>Summary.....</i>	74
<b>7. Boat dweller consultation.....</b>	<b>75</b>
<i>Introduction.....</i>	75
<i>Methodology.....</i>	75
<i>Households on boats.....</i>	75
<i>Accommodation needs.....</i>	76
<i>Requirement for residential moorings 2020-2025.....</i>	77
<i>Requirement for residential moorings 2020-2040.....</i>	77
<i>Requirements for transit moorings: 2020-2040.....</i>	78
<i>Summary.....</i>	78
<b>8. Residential Caravan Dwellers.....</b>	<b>79</b>
<i>Introduction.....</i>	79
<i>Methodology.....</i>	79
<i>Existing Supply.....</i>	79
<i>Calculation of Accommodation Need.....</i>	80
<i>Requirement for Residential Pitches 2020-2025.....</i>	81
<i>Supply of residential caravan pitches 2020-2025.....</i>	81
<i>Need for residential caravan pitches 2020-2025.....</i>	82
<i>Requirement for residential pitches 2025-2040.....</i>	82
<i>Summary.....</i>	83
<b>9. Conclusion and recommendations.....</b>	<b>86</b>
<i>Introduction.....</i>	86
<i>Policy Changes.....</i>	86
<i>Accommodation needs.....</i>	87
<i>The location of new provision.....</i>	88
<i>The size of new provision.....</i>	90
<i>Transit provision.....</i>	92

<b>Summary</b> .....	<b>92</b>
<b>Bibliography</b> .....	<b>96</b>
<b>Glossary</b> .....	<b>98</b>

---



## Introduction

- S1. This report details the findings from the Derby, Derbyshire, Peak District National Park Authority and East Staffordshire Gypsy and Traveller Accommodation Assessment (GTAA). The report was commissioned by Derbyshire County Council, together with its partner authorities of Amber Valley Borough Council, Bolsover District Council, Chesterfield Borough Council, Derby City Council, Derbyshire Dales District Council, High Peak Borough Council, North East Derbyshire District Council, the Peak District National Park Authority, and South Derbyshire District Council, as well as neighbouring East Staffordshire Borough Council.
- S2. The requirement to assess the accommodation needs of Gypsies and Travellers and Travelling Showpeople is established through national guidance contained in Planning Policy for Travellers (DCLG, 2015). Throughout the report this policy will be referred to as PPTS 2015 or simply PPTS.
- S3. To achieve the study aims, the research drew on a number of data sources including:
- Review of secondary information: a review of national and local planning policies and recently undertaken GTAAs, and analysis of secondary data. This included analysis of the most recently published (July 2022) Department for Levelling Up, Housing and Communities (DLUHC) Traveller Caravan Count to determine trends in the population of Gypsies and Travellers<sup>1</sup>.
  - An online survey, and telephone interviews with key stakeholders providing qualitative data regarding the accommodation needs of Gypsies, Travellers, Travelling Showpeople and boat dwellers.
  - Extensive face-to-face and telephone surveys of Gypsies, Travellers and Travelling Showpeople, in January 2022, covering a range of issues related to accommodation and service needs.
- S4. The consultation was undertaken in a Covid-19 safe manner i.e. it followed government guidance and restrictions. However, this meant that consultation with households was delayed and some consultation was undertaken using remote methods e.g. over the telephone.
- S5. The above provided an extensive range of quantitative and qualitative data enabling a robust and reliable assessment of accommodation needs.

---

<sup>1</sup> Please note that due to Covid-19 restrictions the Traveller Caravan Count did not take place in July 2020 or January 2021.

## Policy context

- S6. In August 2015, the Government published its amended planning policy for traveller sites, which replaced the previous guidance and circulars relating to Gypsies and Travellers and Travelling Showpeople. The guidance emphasised the need for local authorities to use evidence to plan positively and manage development. Whilst it is clear that the 2015 PPTS excludes those who have ceased to travel permanently as being Gypsies and Travellers (for planning purposes), it does not explicitly state how the new definition should be interpreted in relation to other factors such as whether families travel for economic or work purposes.
- S7. Given differences in defining Gypsies and Travellers this GTAA provides two need figures: first, one based on the ethnic identity definition; and second, based on the needs of families who have *not* permanently ceased to travel (i.e. based on the PPTS 2015 definition).
- S8. The local authorities' planning policies within the study area set criteria for meeting the accommodation needs of Gypsies, Travellers, Travelling Showpeople, and boat dwellers. The updated evidence provided by the 2022 GTAA will help determine whether the local authorities' planning policies will need to be revised.

## Population Trends

- S9. [REDACTED]
- S10. [REDACTED]. It should be borne in mind that the amount of land needed for a Travelling Showpeople plot is greater than that for Gypsy and Traveller pitches because of the mixed use of the plots. For clarity, we refer to Travelling Showpeople 'plots' rather than 'pitches', and 'yards' rather than 'sites' to recognise the differences in design.

S11. [REDACTED]

S12. [REDACTED]

[REDACTED] The DLUHC July 2022 Count shows that there is some variation in the number of caravans in each local authority [REDACTED] and 138 in South Derbyshire. [REDACTED]

S14. When the population is taken into account the density of caravans varies. [REDACTED] Local planning authorities with densities above the study area average include [REDACTED] South Derbyshire (129), [REDACTED]

S15. In relation to unauthorised encampments, the study area local authorities do not keep consistent records e.g. the number of vehicles involved or length of stay. However, it can be determined that between January-March 2016 and April-June 2020 [REDACTED] unauthorised encampments took place in the study area. [REDACTED] unauthorised encampments [REDACTED] in South Derbyshire (14%). [REDACTED]

## Stakeholder Consultation

- S16. Consultation with stakeholders (service providers) was conducted to provide in-depth qualitative information about the accommodation needs of Gypsies, Travellers and Travelling Showpeople. The aim of this section of the assessment was to consider the views of service providers regarding accommodation needs within the study area. Due to Covid-19 restrictions the consultation took the form of an online survey and telephone consultation.
- S17. It was generally acknowledged that there is a lack of accommodation provision throughout the study area. Also, it was noted that whilst provision throughout the study area is uneven there was unmet demand even in those areas where provision was relatively high. It was felt that a lack of transit provision can lead to unauthorised encampments. Some stakeholders suggested that local authorities have a duty of care to support families residing on unauthorised encampments.
- S18. Although the preferred accommodation type for many Gypsy, Traveller and Travelling Showpeople families may be small sites located on land owned by themselves, the consultation acknowledged difficulties in Gypsy, Traveller and Travelling Showpeople either buying or developing land for new accommodation. This is acknowledged throughout this report.
- S19. It was noted that there can be cultural differences between Gypsies and Travellers living in bricks and mortar accommodation and members of the settled community. Local authorities should 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 community.

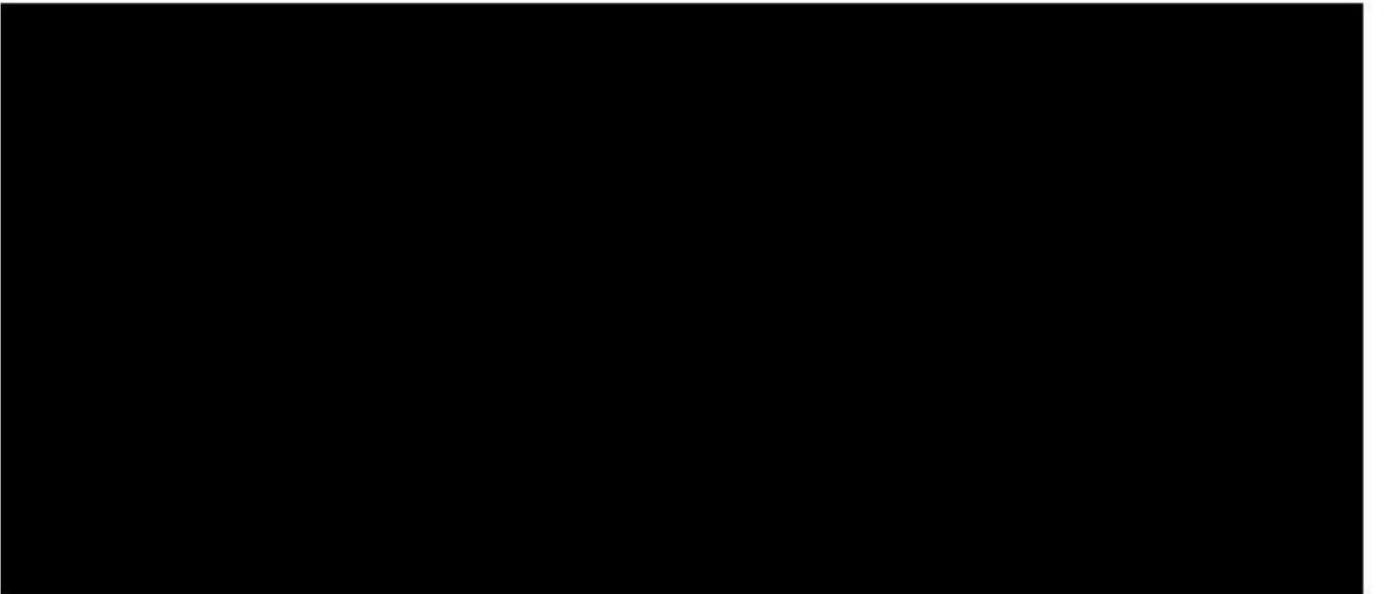
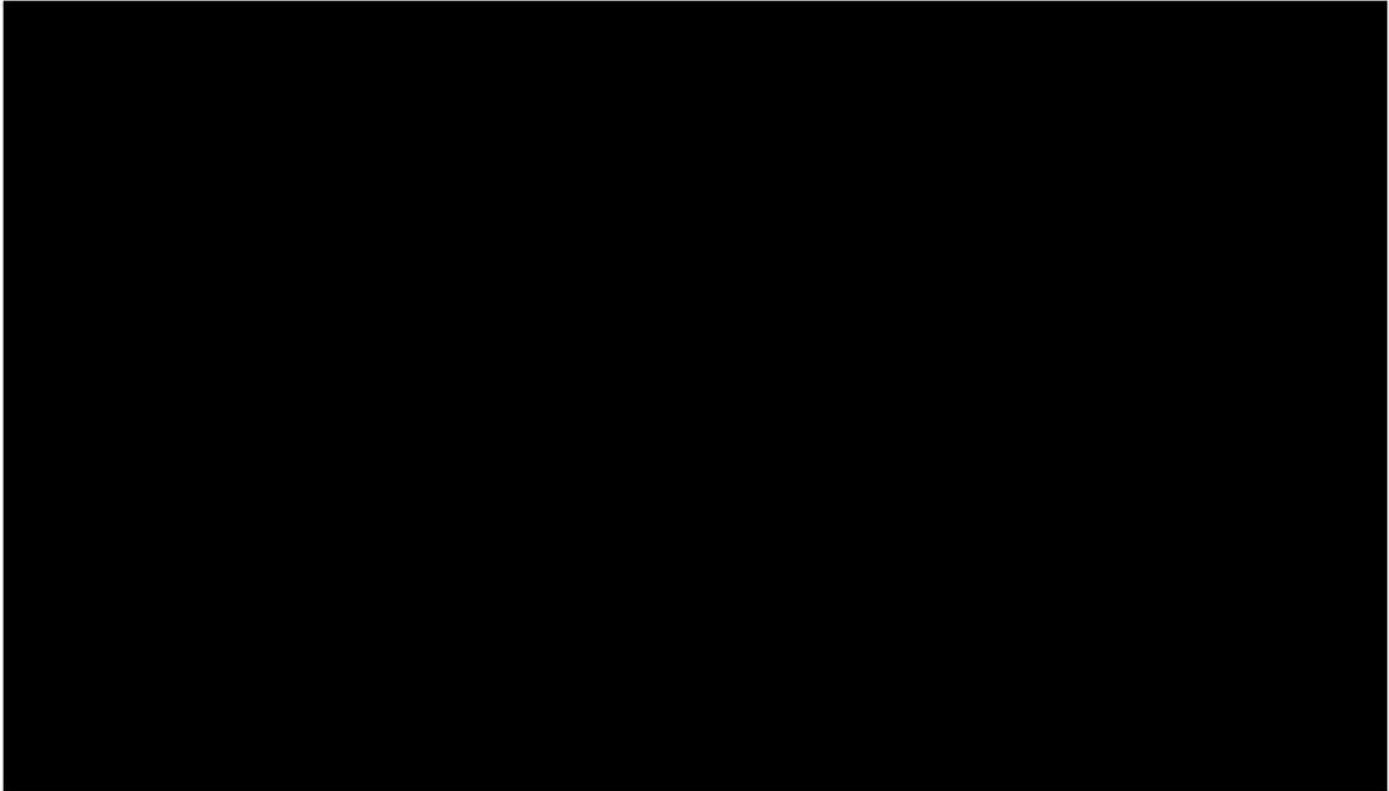
## Consultation with households

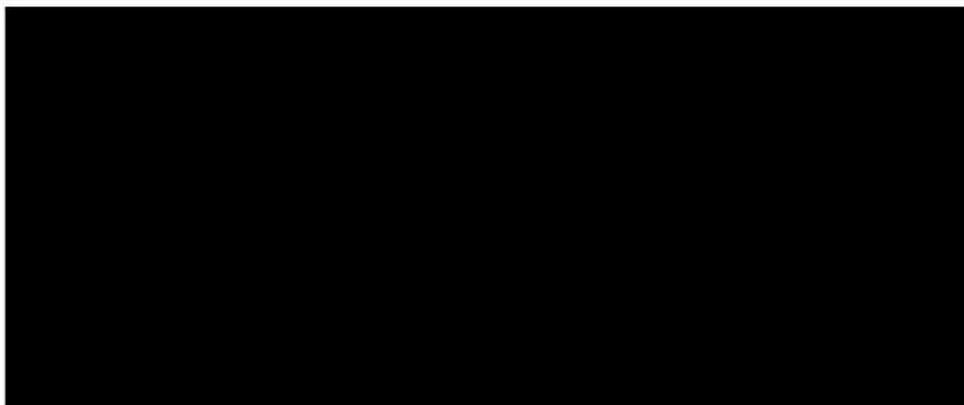
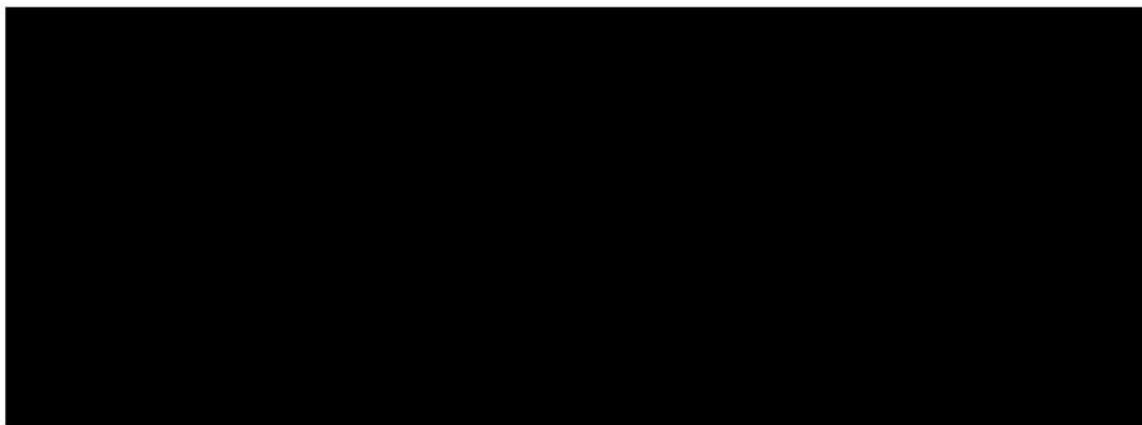
- S20. *RRR Consultancy* undertook consultation with the Gypsy, Traveller, and Showpeople families as well as site and yard managers and owners. The combination of local authority data, site / yard visits and consultation with households (and key stakeholders) helped to clarify the status of pitches and plots i.e. which provisions are occupied, vacant, overcrowded, and occupied by household members with accommodation needs. The consultation was undertaken in a Covid-19 safe manner i.e. it followed government guidance and restrictions. However, this meant that consultation with households was delayed, and some consultation was undertaken using remote methods e.g. over the telephone.

## Accommodation needs

- S21. Accommodation needs in the study area were assessed using analysis of primary and secondary data. The accommodation needs calculation steps were based on a model in accordance with both previous (2007) and current Practice Guidance (2015) issued by the

Department for Communities and Local Government (DCLG). Although the 2007 guidance was withdrawn in 2016, it remains useful as a model to determine accommodation needs. It contains seven basic components; five assessing needs and two assessing supply, which are applied to each sub-group, based on primary data.





### **Transit provision**

S24. In relation to transit provision, whilst recognising there are ■ transit pitches within the study area, the GTAA recommends the adoption of a negotiated stopping policy which involves caravans being sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. It is recommended that local authorities, on an individual or collective basis, consider the development of transit sites, but with negotiated stopping place policy as the main means of addressing transit need.

### **Conclusions**

S25. It is recommended that each study area local planning authority determines for itself which of the accommodation needs figures in relation to Gypsies and Travellers it chooses to prioritise in its Local Plan. This GTAA recommends adopting the 'ethnic' definition accommodation needs figures i.e. meeting the accommodation needs of all households who ethnically identify as Gypsies and Travellers. This will not only demonstrate knowledge of the overall accommodation need of all Gypsies and Travellers, but also how the accommodation needs in relation to households not meeting the PPTS definition are being addressed.

S26. Alternatively, the local authorities may adopt the 'PPTS 2015' definition accommodation needs figures with the difference between the PPTS 2015 figures and Ethnic' definition

being an additional need that the council(s) may choose to meet. This means that the local authorities would firstly meet the need of [REDACTED] the obligation but accept the need of a further [REDACTED] as potential needs in the area if further applications are brought forward through windfalls. It is important to note that this only refers to Gypsies and Travellers and not Travelling Showpeople.

S27. It is also recommended that the local planning authorities incorporate into their local plans a criteria-based policy which takes into consideration any planning applications that might materialise over the plan period from households not considered by this assessment. This could include households residing on unauthorised developments, unauthorised encampments, due to in-migration, and those residing in bricks and mortar accommodation. This accommodation needs should be considered separate to the need identified below and could be met through windfall applications.

S28. As well as quantifying accommodation needs, the study also makes recommendations on other key issues including:

*Accommodation needs:*

- In relation to Gypsies and Travellers and Travelling Showpeople it is recommended that the local authorities work closely with the families to determine how their accommodation needs can best be met.
- Also, for the local authorities to provide pre-planning application advice to households who have identified land to help determine if it is suitable to address accommodation needs.
- In order to meet the accommodation needs of Showpeople it is also recommended that the local authorities work closely with yard owners to determine how the proposed land that they have already identified, and other potential land could meet their current and future accommodation needs.
- Dependent upon meeting planning requirements (etc), it is recommended that the local authorities review the sites and yards with temporary permission and consider making them permanent, and to review the unauthorised sites and yards and consider them gaining permanent status.

*Planning policy:*

- Implement corporate policy to provide negotiated stopping arrangements to address unauthorised encampments for set periods of time at agreed locations.
- To liaise with owners of the sites and yards to determine how they could expand the number of pitches to meet the family's accommodation needs.
- To consider how the accommodation needs can be met by expanding existing provision and/or providing new sites and yards.
- To consider alternative options for developing new sites and yards such as sites developed on a cooperative basis, shared ownership, or small sites owned by a local authority, but rented to families for their own use.

- To consider alternative site funding mechanisms such as: site acquisition funds; loans for private site provision through Community Development Financial Institutions; and joint ventures with members of the Gypsy and Traveller, Showpeople and boat dweller communities.
- Prior to action being taken against a site which is being used without planning permission, the local authority, in partnership with the landowner, occupants and relevant agencies (e.g. Showmen's Guild and National Federation of Gypsy Liaison Groups), to review its current, historic, and potential planning status.
- To consider safeguarding Gypsy, Traveller and Travelling sites and Showpeople yards with permanent planning permission for their current use unless it can be demonstrated that they are no longer required to meet accommodation needs.
- The population size and demographics of the Gypsy, Traveller, Travelling Showpeople and boat dweller communities can change rapidly. As such, their accommodation needs should be reviewed every 5 to 7 years.

*Management:*

- Housing organisations need to consider the type of housing allocated to Gypsies and Travellers residing in bricks and mortar in order to minimise the psychological aversion and feelings of isolation.
- Develop a holistic vision for their work on Gypsies and Travellers and embed it in Community and Homelessness Strategies, Local Plans and planning and reporting obligations under the Equality Act 2010.
- Provide training and workshop sessions with local authority and service provider employees (and elected members) to help them to further understand issues relating to the Gypsy, Traveller, and Showpeople communities.
- In liaison with relevant enforcement agencies such as the police to develop a common approach to dealing with unauthorised encampments.
- Encourage local housing authorities to include Gypsy and Traveller categories on ethnic monitoring forms to improve data on population numbers, particularly in housing.
- Better sharing of information between agencies in relation to Gypsy and Traveller, Travelling Showpeople and boat dweller communities.
- During the ongoing Covid-19 related restrictions placed on the communities, determine help and support the local authorities and other services could provide to the households

# 1. Introduction

## Study context

- 1.1 This report details the findings from the Derby, Derbyshire, Peak District National Park Authority and East Staffordshire Gypsy and Traveller Accommodation Assessment (GTAA). The report was commissioned by Derbyshire County Council, together with its partner authorities of Amber Valley Borough Council, Bolsover District Council, Chesterfield Borough Council, Derby City Council, Derbyshire Dales District Council, High Peak Borough Council, North East Derbyshire District Council, the Peak District National Park Authority, and South Derbyshire District Council<sup>2</sup>, as well as neighbouring East Staffordshire Borough Council.
- 1.2 The requirement to assess the accommodation needs of Gypsies and Travellers and Travelling Showpeople is established through national guidance contained in Planning Policy for Traveller Sites (DCLG, 2015).

## Methodological context

- 1.3 To achieve the study aims, the research drew on a number of data sources including:
- Review of secondary information: a review of national and local planning policies and recently undertaken GTAAs, and analysis of secondary data. This included analysis of the most recently published (July 2022) Department for Levelling Up, Housing and Communities (DLUHC) Traveller Caravan Count to determine trends in the population of Gypsies and Travellers.
  - An online survey, and interviews with key stakeholders providing qualitative data regarding the accommodation needs of Gypsies, Travellers, Travelling Showpeople,
  - Extensive telephone, email and face-to-face surveys of Gypsies, Travellers, and Travelling Showpeople, covering a range of issues related to accommodation and service needs. This key element of the methodology provided an extensive range of data enabling future accommodation needs to be assessed.
- 1.4 The above provided an extensive range of quantitative and qualitative data enabling a robust and reliable assessment of accommodation needs. The consultation was undertaken in a Covid-19 safe manner i.e. it followed government guidance and restrictions. However, this meant that consultation with households was delayed, and some consultation was

---

<sup>2</sup> Please note that the accommodation needs of Gypsies and Travellers residing in Erewash Borough are being assessed as part of a separate GTAA being undertaken on behalf of Nottinghamshire local authorities.

undertaken using remote methods e.g. over the telephone. The 2022 GTAA incorporates any accommodation needs identified by previous GTAAs but not fulfilled by January 2022.

## **Geographical context of Derbyshire**

- 1.5 The County of Derbyshire (including Derby City) has an estimated population of 1,056,880 (2021) covering an area of 262,832 hectares. Derbyshire is largely rural with a relatively low average population density. There is one city and 28 towns which play a significant role in the local economy as employment hubs and providers of services. The County includes the boroughs of Amber Valley, Chesterfield, High Peak, and Erewash and the districts of Bolsover, Derbyshire Dales, North East Derbyshire and South Derbyshire and encircles the unitary authority of Derby City. Derby City makes a significant contribution to the Derbyshire economy.
- 1.6 Derbyshire is relatively well served by nationally important roads including the M1 motorway and the A628, A52, A50, A516 and A38 trunk roads as well as regional and other locally important routes. Most of Derbyshire has good rail links to major cities including Derby, Nottingham, Leicester, London, Birmingham, Sheffield, Manchester and Leeds. The County Council area is a net exporter of commuters; Derby, Sheffield and Nottingham are the most important cities to the county in terms of the supply of labour and of jobs.
- 1.7 Derbyshire has high quality landscapes, including the majority of the Peak District National Park and part of the National Forest, and a rich and diverse cultural heritage, including the Derwent Valley Mills World Heritage Site and Creswell Crags. These are important assets to the county's economy but there is a need to ensure development contributes to the protection and enhancement of these assets. The abundance of fast flowing rivers, the main ones being the Trent, Derwent and Dove, provided the basis for water-powered industries leaving a legacy of mills and mill sites. The rivers also present a significant challenge in terms of climate change, and there are a number of existing flood risk management schemes in Derbyshire. The county's historic transport infrastructure has also contributed to the development of the area and some of these assets remain, including Swarkestone Bridge and old trade routes such as salt routes.
- 1.8 The County has experienced major change over recent years with significant job losses within the manufacturing, metals, heavy engineering, textiles and coal mining industries. However, manufacturing still makes up around a sixth of the total industry in Derbyshire, with a long history of aerospace manufacture (Rolls Royce, employing 12,000 people) and railway engineering (Bombardier, employing 3,000 people) in Derby itself. More recently, there has been significant investment in new industrial sites, such as at Markham Vale, as well as major inward investment including the Toyota plant at Burnaston. In the north west of the County, traditional quarrying and agriculture, tourism, and leisure activities all contribute to a diversifying local economy, although there is also strength in manufacturing.

- 1.9 In March 2021 the County (including Derby City) had 650,972 employees (80.6% of the population aged 16-64 years)<sup>3</sup>. The unemployment rate in December 2021 was 3.0% (including Derby City) but rates vary across the county: the lowest was in Derbyshire Dales (1.9%), the highest was in Derby City (5.5%). Youth unemployment (under 25-year-olds) in October 2021 was 5.3% compared to 4.7% in the East Midlands and 5.5% in England. It is important to consider that the lockdown and social distancing measures introduced by the UK government in response to the Covid-19 pandemic in mid-March 2020 have impacted on the county's economy and are likely to do so for the foreseeable future.
- 1.10 Around a sixth (16.8%) of employees in the County work in manufacturing including 5.4% employed in high technology manufacturing (2019) and 3.1% employed in medium-high technology manufacturing (2019). The county (including Derby City) is home to 150 large companies (employing 250 people or more) representing around a fifth of all large companies in the East Midlands.
- 1.11 Average earnings in Derbyshire are £29,596 per annum compared with £29,102 per annum in the East Midlands. However, earnings vary throughout the county with the lowest at £26,008 per annum in Derbyshire Dales, and the highest at £40,772 per annum in Derby City.

### **Geographical context of East Staffordshire**

- 1.12 According to the draft East Staffordshire Local Plan 2012-2031 (October 2015) the Borough occupies a strategic position on the edge of the West Midlands boundary, adjacent to the East Midlands and has significant social and economic links with both. Its growth and character have been influenced by its rural location, the accessibility of the region and the existence of raw materials which have provided the basis for employment-led growth. The Borough is characterised by a mix of urban and rural areas and the principal town of Burton upon Trent dominates the housing and employment provision, supported by the smaller market town of Uttoxeter.
- 1.13 The Borough is an important crossroads for a number of strategic transport routes; Burton upon Trent is situated on the intersection of two major strategic roads, the A38 which links the town to Birmingham and M6 Toll Road (and the Greater Birmingham & Solihull Local Enterprise Partnership area) and Derby with the A50 which is an important west-east route linking the M6 and M1. Uttoxeter is also located on the A50 which provides the town with links to Stoke on Trent and Burton upon Trent. The A5121, A515, A444 and A511 local routes also serve Burton<sup>4</sup>.

---

<sup>3</sup> Derbyshire Observatory May 2020 located at: <https://observatory.derbyshire.gov.uk/economy/>

<sup>4</sup> East Staffordshire Local Plan 2012-2031 (October 2015) p.26

- 1.14 The latest population estimate (2021) of the borough is 120,977<sup>5</sup> (an increase of 6.5% since 2011). In economic terms, there is a strong brewing and manufacturing legacy in the Borough which contains a number of large companies including JCB, Argos, Pirelli, Molson Coors and Fox's Biscuits, Unilever, Boots and SuperGroup<sup>6</sup>. The borough has a varied economic base with 4,760 VAT registered businesses.
- 1.15 Total employment in the borough is around 65,000 (2019) people<sup>7</sup>. Economic restructuring in recent years has seen a rapid growth of service sector industries. In particular there has been significant growth in the distribution, warehousing, hotels and restaurants sector in Burton due mainly to the town's excellent location and the availability of land.

### **Map of the study area**

- 1.16 A map of the study area is shown below. Please note that the local authority areas are shaded in grey (with yellow boundaries), whilst the local authority areas covered by the Peak District National Park are shaded in green (with a green boundary).

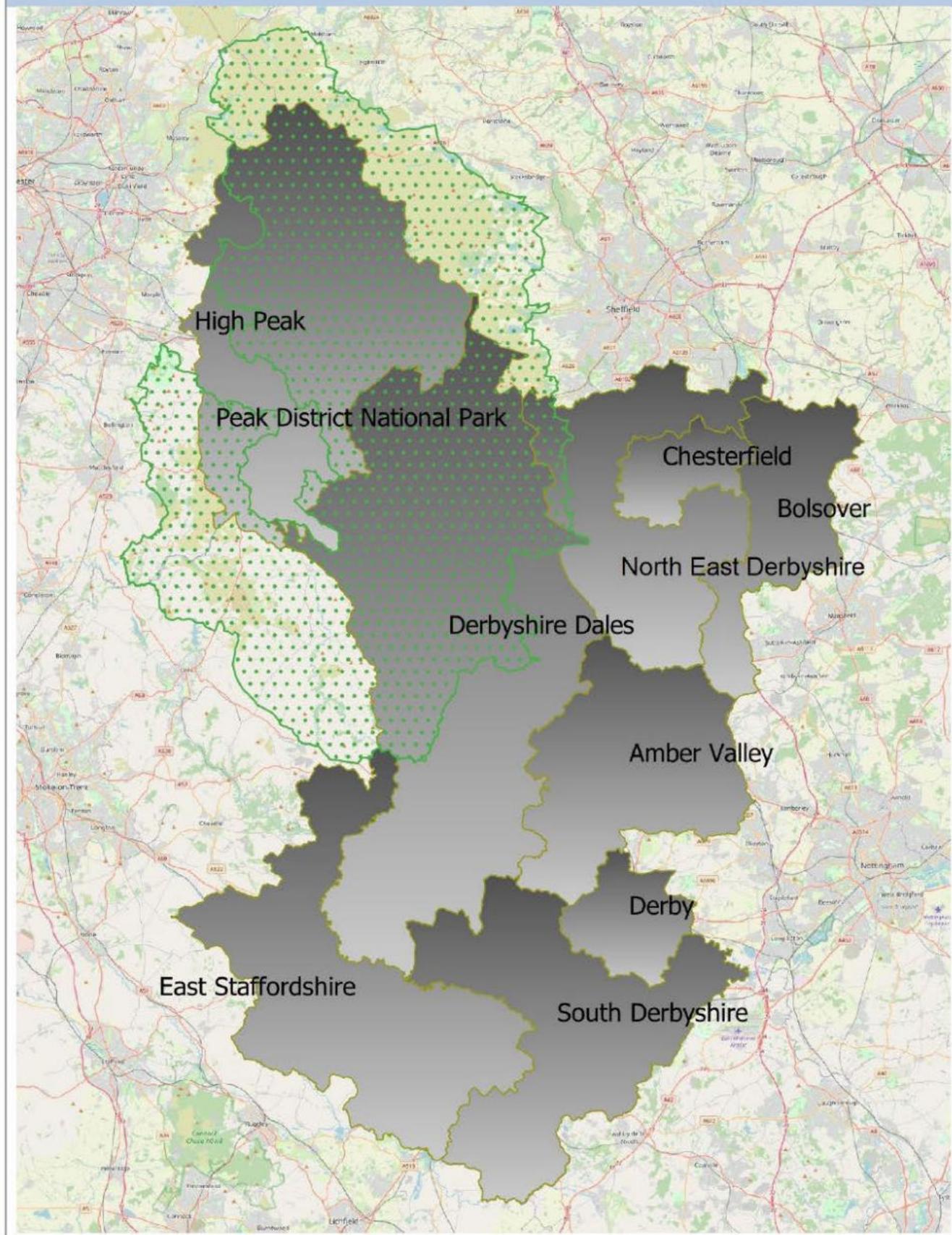
---

<sup>5</sup> Estimated 2020 population based on 2018 ONS subnational projections

<sup>6</sup> East Staffordshire Local Plan 2012-2031 (October 2015) p.26

<sup>7</sup> NOMIS Local authority profile June 2021.

Figure 1.1 GTAA Study Area



Source: ONS boundary data 2022

## Summary

- 1.17 Planning Policy for Traveller Sites (PPTS) (August 2015) reiterates the need for local authorities to evidence the accommodation needs of Gypsies and Travellers and to determine the number, type and location of new provision.
- 1.18 PPTS (2015) amended the definition of Gypsies and Travellers for planning purposes<sup>8</sup> and requires local planning authorities to set pitch targets for Gypsies and Travellers, and plot targets for Travelling Showpeople as defined in Annex 1, to address the likely permanent and transit site accommodation needs in local areas. The needs of remaining Travellers will be informed by local housing needs assessments.
- 1.19 The purpose of this assessment is to quantify the accommodation needs of Gypsies, Travellers, Travelling Showpeople, and boat dwellers in the study area between 2020 and 2040. This is in terms of permanent pitches/plots, sites/yards, and transit sites and/or negotiated stopping arrangements for Gypsies and Travellers and Travelling Showpeople, and permanent and transit moorings for boat dwellers. The results will be used as an evidence base for policy development in housing and planning.
- 1.20 To achieve the study aims, the research drew on several data sources including: a review of secondary information; consultation with organisations involved with Gypsy and Traveller, Travelling Showpeople, and boat dwellers, and extensive surveys of the traveller groups. These provided an extensive range of quantitative and qualitative data enabling a robust and reliable assessment of accommodation needs.

---

<sup>8</sup> Please see paragraph 2.4

## 2. Policy context

### Introduction

- 2.1 To assess the current policy context, existing national and local planning policy and guidance documents discussed below have been examined to determine what reference is made to Gypsy and Traveller, and Travelling Showpeople issues.
- 2.2 The intention is to summarise key national and local policies and examine the findings of GTAAAs recently undertaken by neighbouring authorities. Furthermore, understanding the current position will be important in the development of future strategies intended to meet accommodation needs and housing related support need among Gypsies and Travellers, and Travelling Showpeople.

### National Policies

#### *National Planning Policy Framework*

- 2.3 The National Planning Policy Framework (July 2021) sets out the Government's planning policies for England and how these should be applied. It provides a framework within which locally prepared plans for housing and other development can be produced. The Framework should be read in conjunction with the Government's planning policy for traveller sites. It states that a five-year supply of deliverable sites for Travellers – as defined in Annex 1 to Planning Policy for Traveller Sites (August 2015) – should be assessed in line with the policy in that document.

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

- 2.4 In August 2015 the Government published its amended planning policy for traveller sites, which replaced the previous guidance and circulars relating to Gypsies and Travellers and Travelling Showpeople. The guidance emphasised the need for local authorities to use evidence to plan positively and manage development. The PPTS requires local authorities to work with neighbouring local authorities to determine transit and permanent pitch and plot targets. It states that in assembling the evidence base necessary to support their planning approach, local authorities should:
- effectively engage with traveller communities
  - co-operate with traveller groups to prepare and maintain an up-to-date understanding of the likely permanent and transit/emergency accommodation needs of their areas
  - and use a robust evidence base to establish accommodation needs to inform the preparation of local plans and make planning decisions

- 2.5 There are some key differences between the March 2012 and August 2015 versions of the PPTS. One important amendment relates to the change in the definitions of Gypsies, Travellers, and Travelling Showpeople. The August 2015 PPTS changed the definition to exclude households who have permanently ceased to travel – in effect, for planning purposes, PPTS 2015 regards such households as members of the settled community.

## Definition Context

- 2.6 In August 2015, the DCLG amended its definition of Gypsies and Travellers<sup>9</sup>, as set out below:

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

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

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

- 2.7 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 minority<sup>10</sup>.
- 2.8 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.<sup>11</sup>*

---

<sup>9</sup> DCLG, Planning Policy for Traveller Sites, August 2015.

<sup>10</sup> DCLG, Consultation on revised planning guidance in relation to Travelling Showpeople, January 2007, p. 8

<sup>11</sup> DCLG, Planning Policy for Traveller Sites, August 2015.

- 2.9 Also, for the purposes of Gypsy and Traveller Accommodation Assessments (GTAAAs), Travelling Showpeople are included under the definition of 'Gypsies and Travellers' in accordance with The Housing (Assessment of Accommodation Needs) (Meaning of Gypsies and Travellers) (England) Regulations 2006, and the draft guidance to local housing authorities on the periodical review of housing needs (March 2016). It recommends that Travelling Showpeople's own accommodation needs and requirements should be separately identified in the GTAA<sup>12</sup>. To ensure it is following DCLG guidance, this GTAA adheres to the definition of Gypsies, Travellers and Travelling Showpeople as defined by the DCLG 'Planning Policy for Traveller Sites' (August 2015) (see above).
- 2.10 It is important to note that Gypsies and Travellers and Travelling Showpeople have separate accommodation needs requirements. Different terminology is used to distinguish between Gypsy and Traveller accommodation and Travelling Showpeople. Gypsies and Travellers occupy pitches on sites, while Travelling Showpeople occupy plots on yards. As well as space for residing quarters, Travelling Showpeople also require additional space in order to store and maintain large equipment.
- 2.11 Whilst it is clear that the 2015 PPTS excludes those who have ceased to travel permanently as being Gypsies and Travellers (for planning purposes), it does not explicitly state how the new definition should be interpreted in relation to other factors such as whether families travel for economic or work purposes.
- 2.12 One interpretation is that 'a nomadic habit of life' means travelling for an economic purpose. Previous case law e.g. *R v Shropshire CC ex p Bungay* (1990) and *Hearne v National Assembly for Wales* (1999) has been used to support this point. There is nothing within PPTS 2015 which indicates that Gypsy or Traveller status (for planning purposes) is solely derived from whether there is any employment-related travelling. Also, such case law precedes the August 2015 definition change and it is believed that there has not yet been any case law in relation to the updated definition. However, a report published by the Equalities and Human Rights Commission (EHRC) (September 2019) has critiqued reliance on the 'work interpretation' method<sup>13</sup>.
- 2.13 Importantly, on 31 October 2022, the Court of Appeal determined that PPTS 2015 was discriminatory in relation excluding households who had permanently ceased to travel from being recognised (for planning purposes) as Gypsies and Travellers. The case relates to Lisa Smith who resides on a site occupied by Ms Smith, her husband, their children and grandchildren. The judgment determined that PPTS 2015 characterises nomadic Gypsies and Travellers as different from Gypsies and Travellers who, as a result of age or disability,

---

<sup>12</sup> 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.

<sup>13</sup>See: <https://www.equalityhumanrights.com/en/publication-download/gypsy-and-traveller-sites-revised-planning-definition%E2%80%99s-impact-assessing>

are no longer able to travel. This creates sub-classes of an ethnicity which ‘seems to sit uneasily with the stated aim of PPTS 2015 to facilitate the “traditional” way of life” of Gypsies and Travellers, and not simply the “nomadic” way of life’. The judgement concluded that the objective of PPTS 2015 in excluding households from being defined as Gypsies and Travellers was not ‘fairness’.

- 2.14 Given the above, our approach is to use a methodology which provides first, an accommodation need figure based on ethnic identity and second, a figure based on the PPTS (August 2015). Different GTAA's reach differing conclusions on which approach / definition to adopt and it is for local authorities to decide individually which approach to take for planning purposes. It is recommended that this is kept under review in the light of evolving appeal decisions and case law. This GTAA recommends adopting the ‘ethnic’ definition accommodation needs figures i.e. meeting the accommodation needs of all households who ethnically identify as Gypsies and Travellers. This will not only demonstrate knowledge of the overall accommodation need of all Gypsies and Travellers, but also how the accommodation needs in relation to households not meeting the PPTS definition are being addressed. An alternative is the adoption of the PPTS figure and for the difference between the PPTS and ethnic based need to be covered by a criteria-based policy.

*DCLG Review of housing needs for caravans and houseboats: draft guidance (March 2016)*<sup>14</sup>

- 2.15 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 their own site.
  
- Bricks and mortar dwelling households:

---

<sup>14</sup> See <https://www.gov.uk/government/publications/review-of-housing-needs-for-caravans-and-houseboats-draft-guidance>. Although it remains in draft form, correspondence to *RRR Consultancy* from the MHCLG dated 17 May 2021 confirms that the government remains committed to finalising the guidance.

- Whose existing accommodation is overcrowded or unsuitable ('unsuitable' in this context can include unsuitability by virtue of a person's cultural preference not to live in bricks-and-mortar accommodation).
- 2.16 Importantly, in respect of this report, the draft guidance states that assessments should include, but are not limited to, Romany Gypsies, Irish and Scottish Travellers, New Travellers, and Travelling Showpeople.
- 2.17 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.
- 2.18 Also, it suggests that as mobility between areas may have implications for carrying out an assessment local authorities will need to consider:
- co-operating across boundaries both in carrying out assessments and delivering solutions
  - the timing of the accommodation needs assessment
  - different data sources
- 2.19 Finally, the DCLG draft guidance (2016) states that in relation to Travelling Showpeople account should be taken of the need for storage and maintenance of equipment as well as accommodation, and that the transient nature of many Travelling Showpeople should be considered.

### *Housing and Planning Act 2016*

- 2.20 The Housing and Planning Act, which gained Royal Assent on 12 May 2016, omits sections 225 and 226 of the Housing Act 2004, which previously identified 'gypsies and travellers' as requiring specific assessment for their accommodation needs when carrying out reviews of housing needs. Instead, the Act amends section 8 of the Housing Act 1985 governing the assessment of accommodation needs to include all people residing in or resorting to the study area in caravans or houseboats. However, for planning purposes, as noted above, the DCLG Planning Policy for Traveller Sites (August 2015) still requires local authorities to identify the accommodation needs of Gypsies, Travellers and Travelling Showpeople who accord with the definition in Annex 1 of the PPTS.

## *Police, Crime, Sentencing and Courts Bill 2022*

2.21 On 28 April 2022 the 'Police, Crime, Sentencing and Courts Bill' received Royal Assent and became an Act. The Act introduces a criminal offence where:

- A person aged 18 or over resides or intends to reside on land without consent of the occupier of the land;
- They have, or intend to have, at least one vehicle with them on the land;
- They have caused or are likely to cause significant damage, disruption or distress;
- They, without reasonable excuse:
  - fail to leave the land and remove their property following a request to do so by an occupier of the land, their representative or a constable; or
  - enter or, having left, re-enter the land with an intention of residing there without the consent of the occupier of the land, and with an intention to have at least one vehicle with them, within 12 months of a request to leave and remove their property from an occupier of the land, their representative or a constable.
- Reasonable suspicion that a person has committed this offence confers power on a constable to seize their vehicle/other property for up to three months from the date of seizure or, if criminal proceedings are commenced, until the conclusion of those proceedings.

2.22 The Act also:

- amends section 61(1)(a) of the Criminal Justice and Public Order Act 1994 (CJPOA) to broaden the types of harm that can be caught by the power to direct trespassers under that provision, to include damage, disruption and distress;
- amends sections 61(4)(b), 62B(2) and 62(C) to increase the period in which trespassers directed away from the land under sections 61 and 62A must not return from 3 months to 12 months;
- amends section 61(9)(b) to enable police to direct trespassers with a common purpose of residing on land to leave land that forms part of a highway.

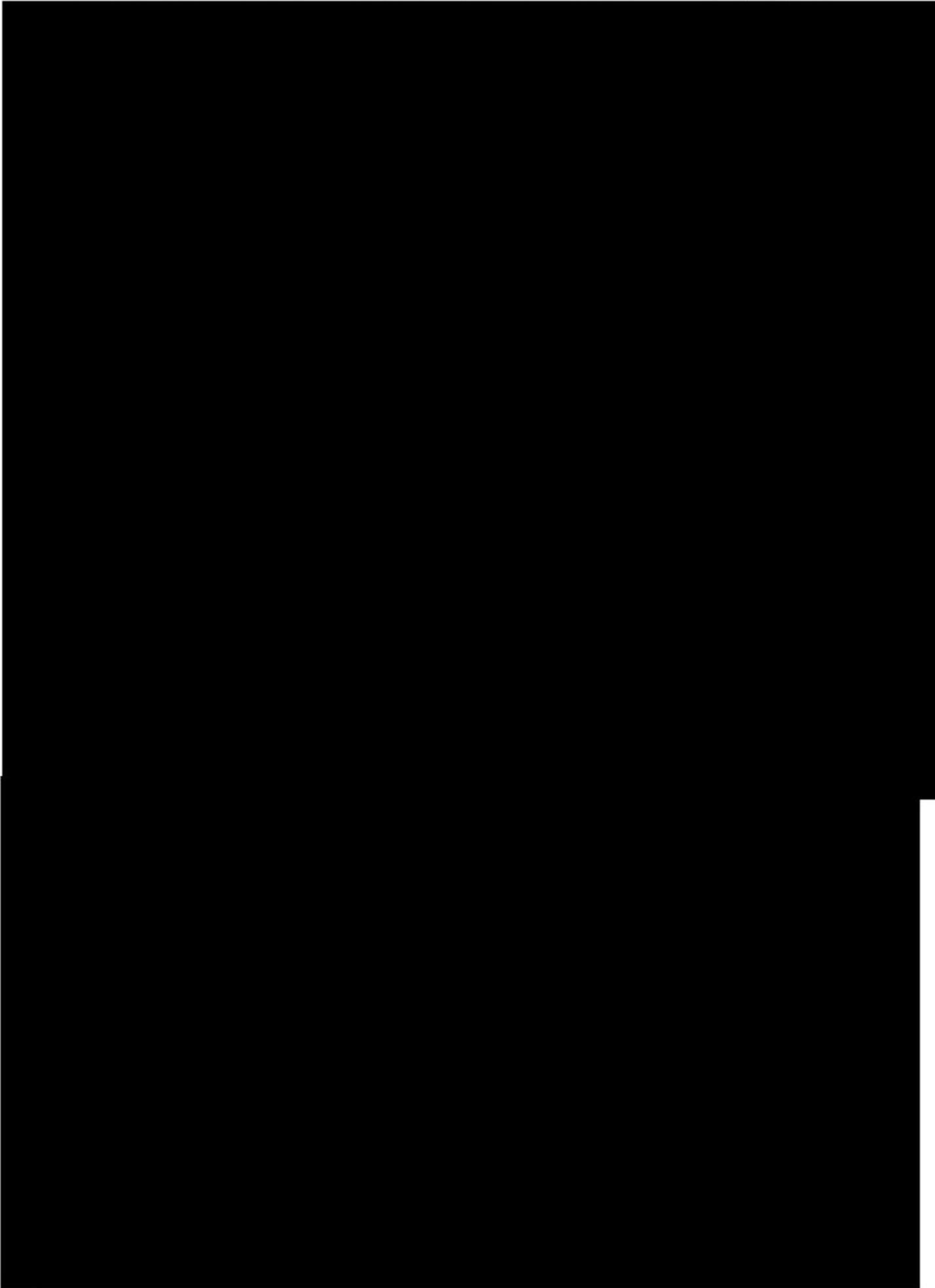
## **Local Planning Policies**

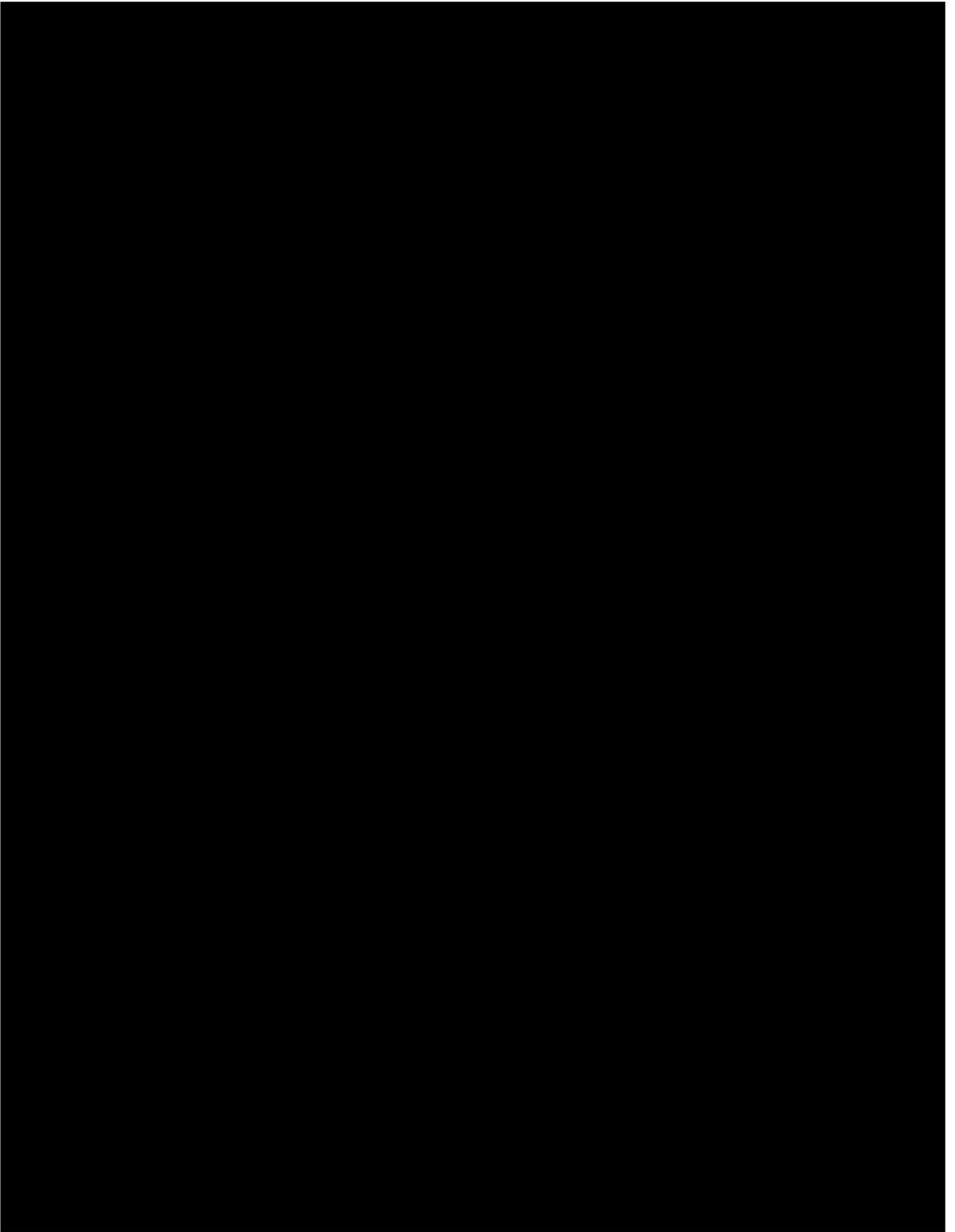
2.23 The following section summarises the planning policies of the GTAA constituent local authorities in relation to Gypsies, Travellers, Travelling Showpeople and boat dwellers.

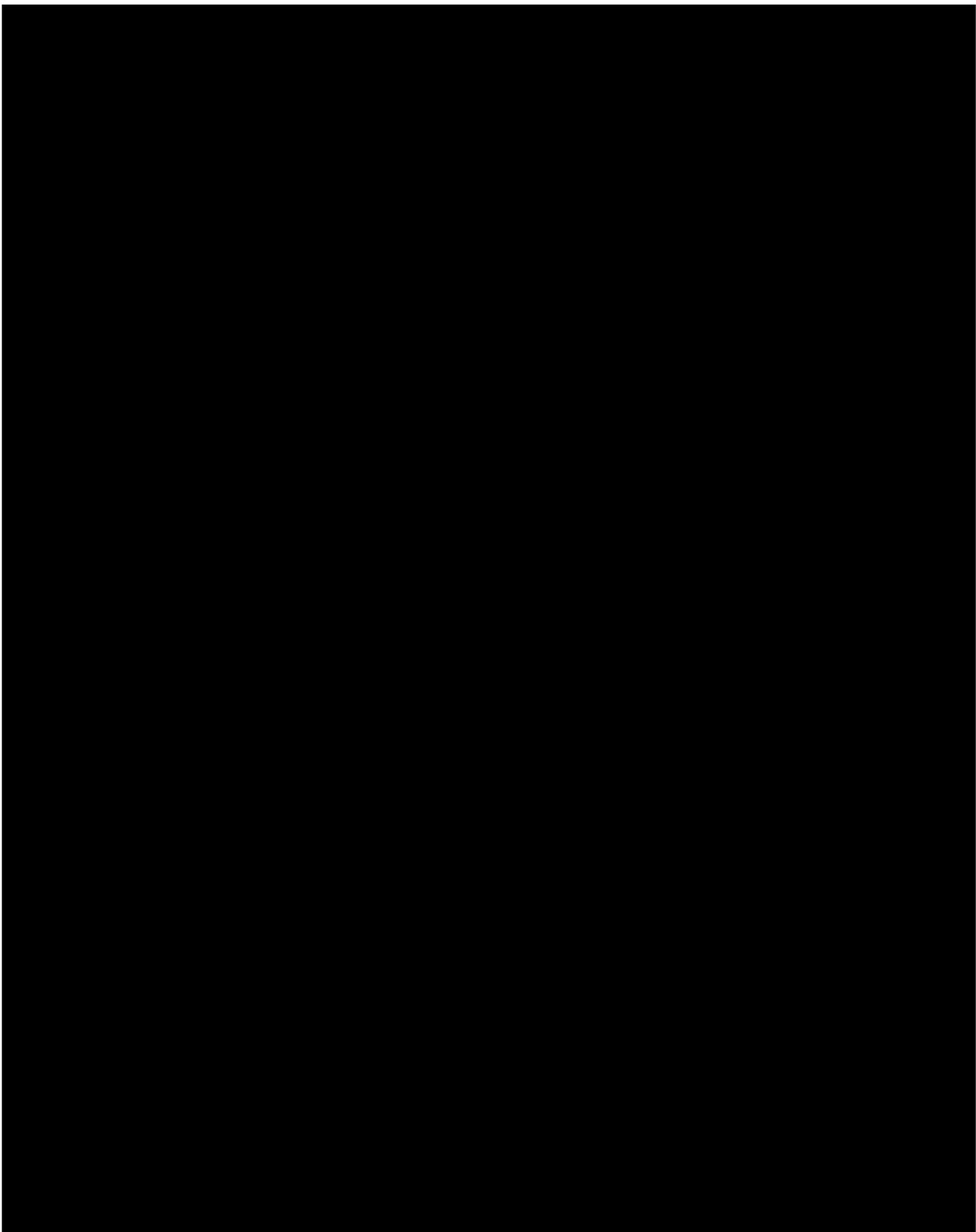
██

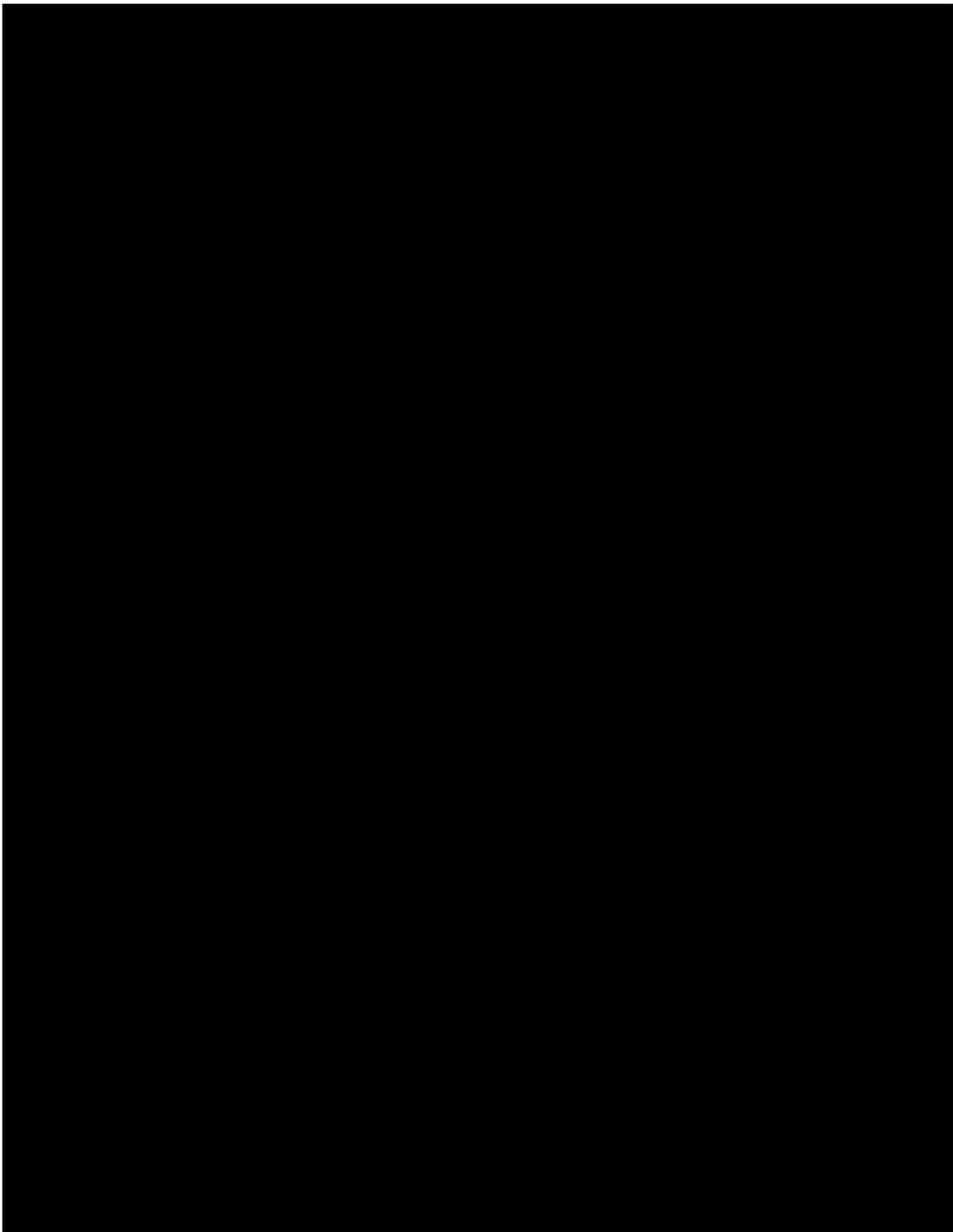
██  
██  
██

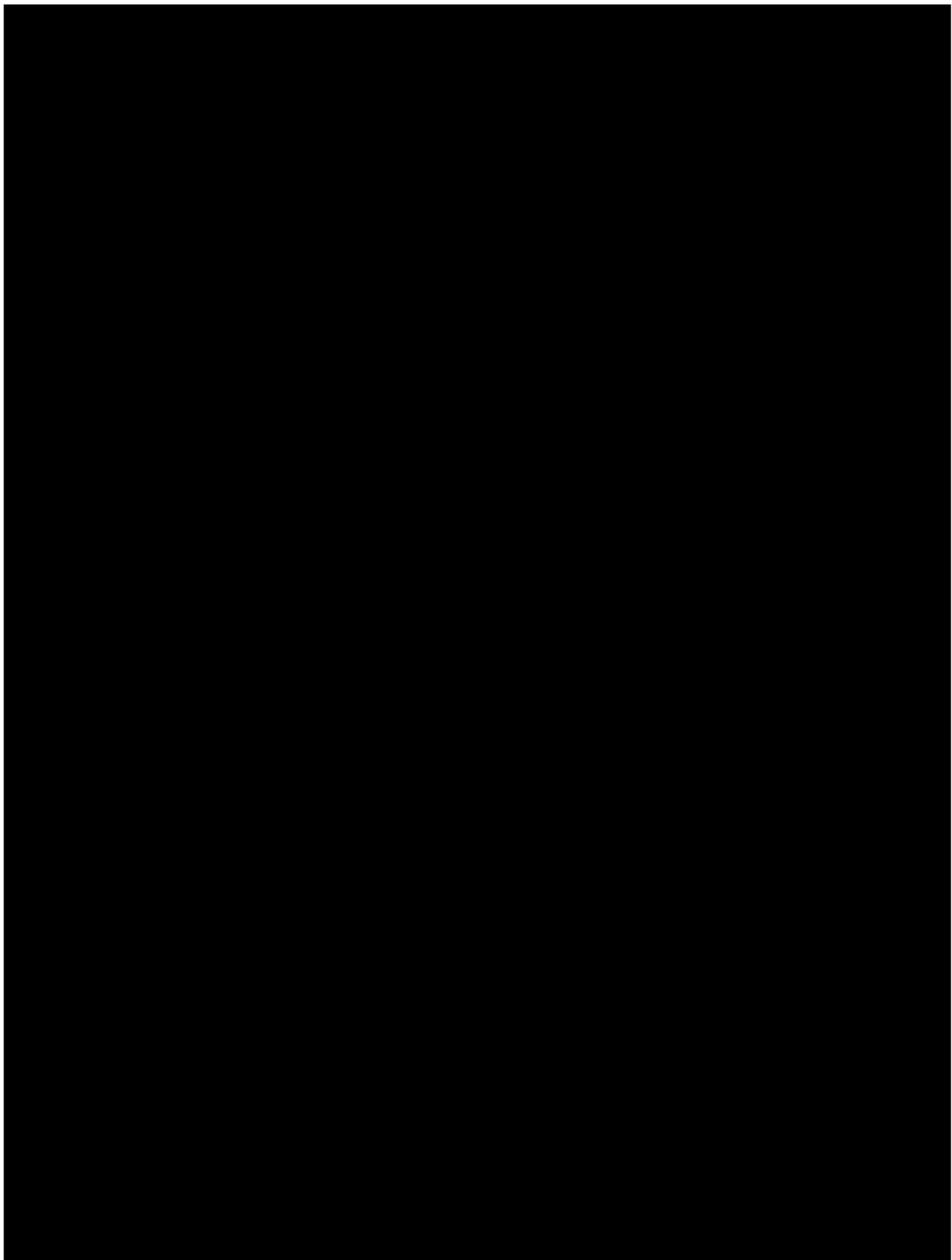


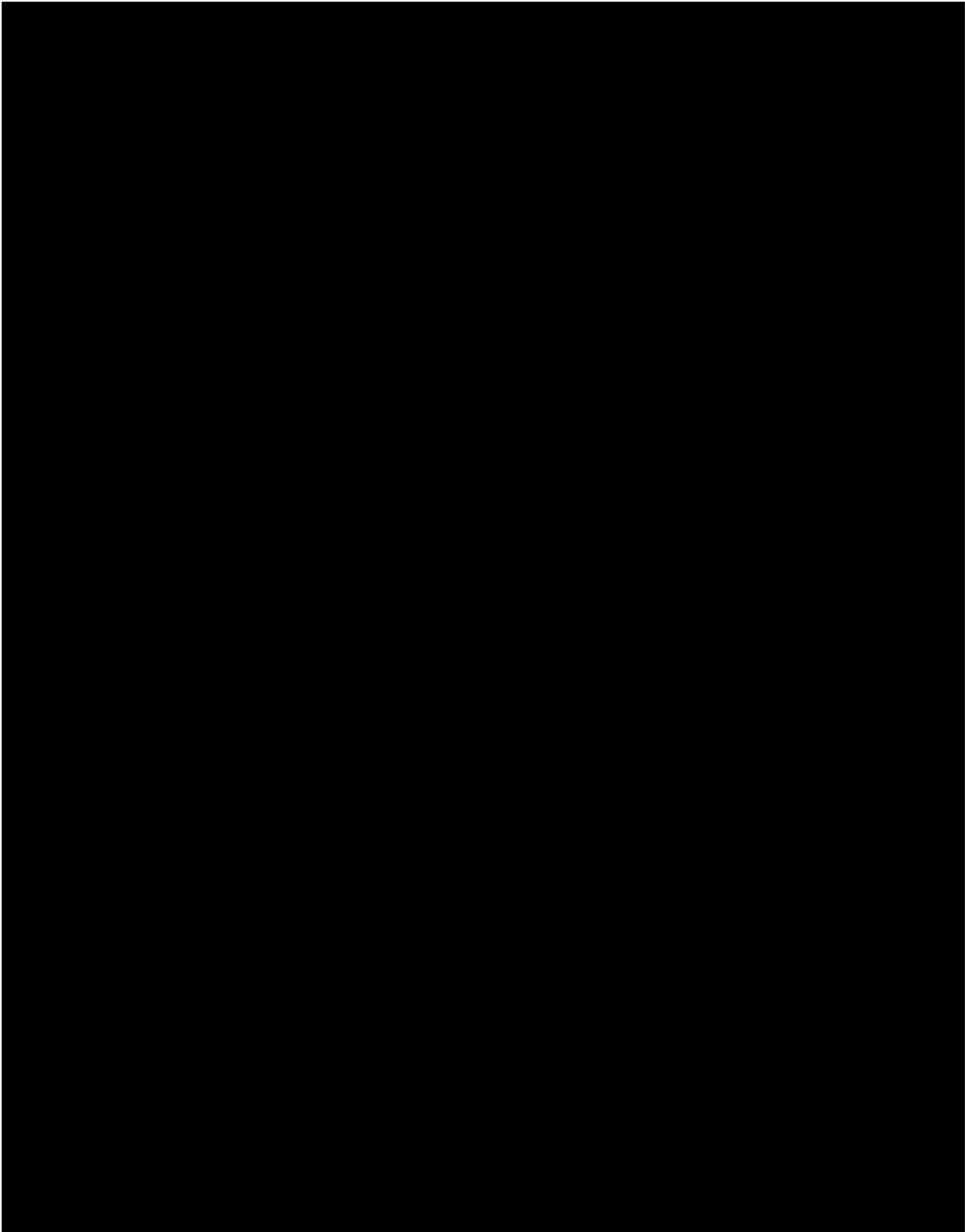












## **Duty to cooperate and cross-border issues**

- 2.42 The duty to cooperate was created in the Localism Act 2011. It places a legal duty on local planning authorities, county councils in England, and public bodies to engage constructively, actively and on an ongoing basis to maximise the effectiveness of Local Plan preparation relating to strategic cross boundary matters.
- 2.43 Local authorities are required to work together to prepare and maintain an up-to-date understanding of the likely permanent and transit accommodation needs for their areas. They should also consider the production of joint development plans to provide more flexibility in identifying sites, particularly if a local planning authority has specific development constraints across its area.
- 2.44 As part of this assessment consultation in relation to Gypsies, Travellers and Travelling Showpeople was undertaken with adjoining planning and housing authorities. The findings from the consultation are discussed in detail in Chapter 4.
- 2.45 Given the transient nature of Gypsies and Travellers it is important for the GTAA to consider Gypsy and Traveller accommodation needs in neighbouring authorities. The following section discusses the results of GTAAs recently undertaken by neighbouring and nearby local authorities specifically in relation to accommodation needs and travelling patterns.

### *Bassetlaw GTAA 2022*

- 2.46 The GTAA report, undertaken by *RRR Consultancy Ltd*, sets out Gypsy, Traveller and Travelling Showpeople accommodation needs for Bassetlaw District Council for the period 2019 to 2037. It found that there is a need for a further 40 pitches (based on PPTS 2015) over the period 2019-2037 in Bassetlaw, or 52 Gypsy and Traveller pitches (based on the ethnic identify definition). The main drivers of accommodation needs are from family units on unauthorised developments requiring residential pitches in the area, new family formations, and family units in housing but with a psychological aversion to housed accommodation. However, the accommodation needs figures are contingent on land which previously operated as an authorised private site being brought back into use.

### *Cheshire East, Cheshire West and Chester, Halton and Warrington GTAA August 2018*

- 2.47 For the period 2017-2032 the GTAA identifies a need of 74 additional pitches for households who meet the 2015 PPTS definition, up to 96 pitches for households whose status is unknown, and 74 pitches for households who do not meet the planning definition. In relation to Travelling Showpeople, the GTAA identifies a need of 21 additional plots for households who meet the 2015 PPTS definition, up to 4 plots for households whose status is unknown, and 1 plot for households who do not meet the planning definition. The GTAA

---

also recommends that a new transit site of between 5-10 pitches (10-20 caravan spaces) needs to be developed in Cheshire West and Chester and Warrington.

*Derby, Derbyshire, Peak District National Park Authority and East Staffordshire GTAA 2015*

- 2.48 The GTAA was undertaken by *RRR Consultancy Ltd* on behalf of twelve partners and covered a wide geographical study area. The GTAA concluded that there is a need for 134 new permanent pitches and 13 plots in the study area over the 20-year period 2014-34. In relation to transit provision the GTAA recommended 4 transit sites or emergency stopping places close to the main arterial routes, including the M1 and A52. However, the geographic extent in which such facilities should be provided covered a much wider area extending into Derbyshire. (This GTAA will replace the 2015 GTAA).

*Greater Manchester GTAA Update July 2018*

- 2.49 The 2018 GTAA updated the 2014 GTAA. The 2018 GTAA identified a net need of 103 additional pitches under the cultural definition for the period 2017/18 to 2035/36. Although the 2014 GTAA predated the 2015 PPTS definition, it found that 42% of households would have met the definition in 2018 equating to a net need of 44 pitches over the Local Plan period. The GTAA also found a need for 204 additional Travelling Showpeople plots over the period 2017/18 to 2035/36. The GTAA recommended that the Greater Manchester Combined Authority (GMCA) considers the development of 59 transit pitches to address the short-term accommodation needs of households travelling through the Greater Manchester area.

*Greater Nottingham and Ashfield GTAA 2021*

- 2.50 The GTAA (undertaken by *RRR Consultancy*) assessed the accommodation needs of Gypsy and Traveller households for the period 2020-2038. It determined a need for a further 48 Gypsy and Traveller pitches (based on the ethnic identity definition), 33 pitches (based on PPTS 2015), or 20 Pitches ('work' definition) over the period 2020-2038. The GTAA also showed a need for 44 additional Travelling Showpeople plots and 50 additional boat dweller moorings over the same period. In relation to transit provision the GTAA recommended the adoption of a negotiated stopping policy which involves caravans being sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets.

*Leicester City and Leicestershire GTAA 2017*

- 2.51 For the period 2016-2023 the GTAA identifies a need of 21 additional pitches for households who meet the 2015 PPTS definition, 52 pitches for households whose status is unknown, and 60 pitches for households who do not meet the planning definition. In relation to Travelling Showpeople, the GTAA identifies a need of 59 additional plots for households who meet the 2015 PPTS definition, 14 plots for households whose status is unknown, and 8 plots for households who do not meet the planning definition. The GTAA also recommends transit provision of a minimum of 12 caravan spaces (or managed equivalent)

in Leicester City, and a minimum of 36 caravan spaces (or managed equivalent) spread over 2-3 sites elsewhere in Leicestershire.

#### *Lichfield, North Warwickshire and Tamworth GTAA 2019*

- 2.52 The GTAA assessed accommodation needs for the period 2019-2033/34/40 dependent on the Local Plan period of participating local authorities. At the time of the report (November 2019), the accommodation needs of North Warwickshire District Council were subject to approval and not included in the report. In Lichfield the GTAA found a need of 7 pitches for households that met the planning definition including a need for 4 pitches to accommodate teenage children in need of a pitch of their own in the next 5 years, and 3 from new household formation derived from the site demographics. The GTAA found no current or future need for pitches in Tamworth over the GTAA period to 2040. There were no Travelling Showpeople identified in Lichfield, North Warwickshire or Tamworth so there is no current or future need for any plots for the GTAA period 2019-33/34/40. The GTAA recommends that the Councils could consider the use of management-based arrangements for dealing with unauthorised encampments and could also consider the use of Negotiated Stopping Agreements, as opposed to taking forward an infrastructure-based approach.

#### *Mansfield GTAA 2017*

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

#### *Sheffield GTAA 2015/16 – 2020/21*

- 2.54 The GTAA was undertaken internally by the Housing Strategy and Policy section of Sheffield City Council. The GTAA found a need for 57 pitches (54 for Gypsies and Travellers and 3 for Travelling Showpeople) for the period 2015/16 – 2020/21. It also found a cumulative need for up to 60 pitches for the period 2021/22 – 2026/27, and up to 62 pitches for the period 2027/28 – 2032/33. In relation to transit provision, the GTAA identifies a need for some form of transit provision or temporary stopping places in the city. It suggests that the provision should be available near to main roads or the M1 motorway to accommodate households who are travelling through the city or visiting for an occasion.

#### *South Yorkshire GTAA 2012-2017*

- 2.55 The 2012 South Yorkshire GTAA was led by the Doncaster Strategic Housing Team, working together with the planning department and housing practitioners from Barnsley, Rotherham and Sheffield local authorities. Over 100 surveys were completed in the South

Yorkshire area. Consultation was also carried out with Travelling Showpeople. The main findings from the survey were: most households do not envisage moving in the next 12 months; affordability is a key factor in the development of new private sites; many households prefer local authority owned sites as they are well managed; households expressed a desire for more sites so that the community could stay together. The GTAA found an overall need in South Yorkshire for 134 pitches and 130 Showpeople plots.

*Newcastle-under-Lyme, Stoke-on-Trent, Staffordshire Moorlands and Stafford  
GTAA 2015*

- 2.56 The GTAA found a total need of 97 additional pitches for the period 2014/15 to 2029/34. For the first 5-year period the GTAA found that Stoke on Trent had the largest requirement with a need for 22 permanent pitches for Gypsies and Travellers followed by Stafford (19), Staffordshire Moorlands (6), and Newcastle-under-Lyme (1). According to the GTAA no interviews were possible on the Travelling Showpeople yard located in Newcastle-under-Lyme and so no analysis of needs was possible. In relation to transit provision the GTAA recommended that provision for a minimum of 10 transit pitches be made across the study area as a whole with each pitch being able to contain a caravan and towing vehicle.

## Summary

- 2.57 DCLG Planning Policy for Traveller Sites (August 2015) emphasises the need for local authorities to use evidence to plan positively and manage development. The Housing and Planning Act 2016 amends section 8 of the Housing Act 1985 governing the assessment of accommodation needs to include all people residing in the study area in caravans or houseboats. However, for planning purposes, as noted above, the DCLG Planning Policy for Traveller Sites (August 2015) still requires local authorities to identify the accommodation needs of Gypsies, Travellers, and Travelling Showpeople who accord with the definition in Annex 1 of the PPTS. In accordance with the 2016 Housing and Planning Act, it also assesses the accommodation needs of boat dwellers/travellers.
- 2.58 The local authorities' planning policies within the study area set criteria for meeting the accommodation needs of Gypsies, Travellers, and Travelling Showpeople. The updated evidence provided by the 2022 GTAA will help determine whether the local planning policies will need to be revised.
- 2.59 Given the cross-boundary characteristic of accommodation issues, it is important to consider the findings of GTAAs produced by neighbouring local authorities. GTAAs recently undertaken by neighbouring local authorities indicate that there remains some Gypsy, Traveller, and Travelling Showpeople accommodation needs throughout the region.

## 3. Trends in the population levels

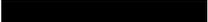
### Introduction

- 3.1 This section examines population levels in the GTAA study area and population trends. The primary source of information for Gypsies and Travellers (including Travelling Showpeople) in England is the Department for Levelling Up, Housing and Communities (DLUHC) Traveller Caravan Count. This was introduced in 1979 and places a duty on local authorities in England to undertake a twice-yearly count for the DLUHC on the number of Gypsy and Traveller caravans in their area. The count was intended to estimate the size of the Gypsy and Traveller population for whom provision was to be made and to monitor progress in meeting accommodation needs.
- 3.2 Although the duty to provide sites was removed in 1994, the need for local authorities to conduct the count has remained. There are, however, several weaknesses with the reliability of the data. For example, across the country counting practices vary between local authorities, and the practice of carrying out the count on a single day ignores the fluctuating number and distribution of unauthorised encampments. Also, some authorities include Travelling Showpeople in the same figures as Gypsies and Travellers, whilst others distinguish between the different groups and do not include Travelling Showpeople.
- 3.3 Significantly, the count is only of tourer and static caravans, so Gypsies and Travellers residing in bricks and mortar accommodation are excluded. It should also be noted that pitches / households often contain more than one caravan, typically two or three.
- 3.4 Despite concerns about accuracy, the count is a useful indicator because it provides the only national source of information about numbers and distribution of Gypsy and Traveller caravans. As such, it is useful for identifying trends in the Gypsy and Traveller population, if not determining absolute numbers.
- 3.5 The DLUHC Count includes data concerning both Gypsy and Traveller sites<sup>15</sup>. It distinguishes between caravans on socially rented authorised, private authorised, and unauthorised pitches. Unauthorised sites and pitches are broken down as to whether they are tolerated or not tolerated. The analysis in this chapter includes data from January 2016 to July 2022<sup>16</sup>.

---

<sup>15</sup>. Data regarding Travelling Showpeople are published separately by the DLUHC as 'experimental statistics'.

## Population

- 3.6 The total Gypsy and Traveller population residing in the UK is unknown although the government estimate there to be between 100,000 and 300,000 Gypsy and Traveller people<sup>1718</sup>. There are uncertainties partly because of the number of different definitions that exist, but mainly because of an almost total lack of information about the numbers of Gypsies and Travellers now residing in bricks and mortar accommodation. Estimates produced for the DLUHC suggest that at least 50% of the overall Gypsy and Traveller population are now residing in permanent housing.
- 3.7 Local authorities in England provide a count of Gypsy and Traveller caravans in January and July each year for the MHCLG. Due to Covid-19 restrictions the Count did not take place in July 2020 or January 2021. The July 2022 Count (the most recent figures available) indicate a total of 25,653 caravans. Applying an assumed three person per caravan<sup>19</sup> multiplier would give a population of 76,959 persons.
- 3.8 Again, applying an assumed multiplier of three persons per caravan and doubling this to allow for the numbers of Gypsies and Travellers in housing<sup>20</sup>, gives a total population of 153,918 persons for England. However, given the limitations of the data this figure can only be very approximate, and may be a significant underestimate.
- 3.9 The 2021 national census included the category of 'Gypsy or Irish Traveller' in the question regarding ethnic identity. Table 3.1 below shows total population and Gypsy and Traveller population per local planning authority as derived from the 2021 Census. 

---

<sup>17</sup> House of Commons 'Tackling inequalities faced by Gypsy, Roma and Traveller communities' April 2019 located at: [www.parliament.uk](http://www.parliament.uk)

<sup>18</sup> The House of Lords 'Inequalities Faced by Gypsy, Roma and Traveller Communities' (25 February 2020) provides useful links regarding inequalities faced by the GRT community.

<sup>19</sup>Niner, Pat (2003), Local Authority Gypsy/Traveller Sites in England, ODPM.

<sup>20</sup> Ibid.

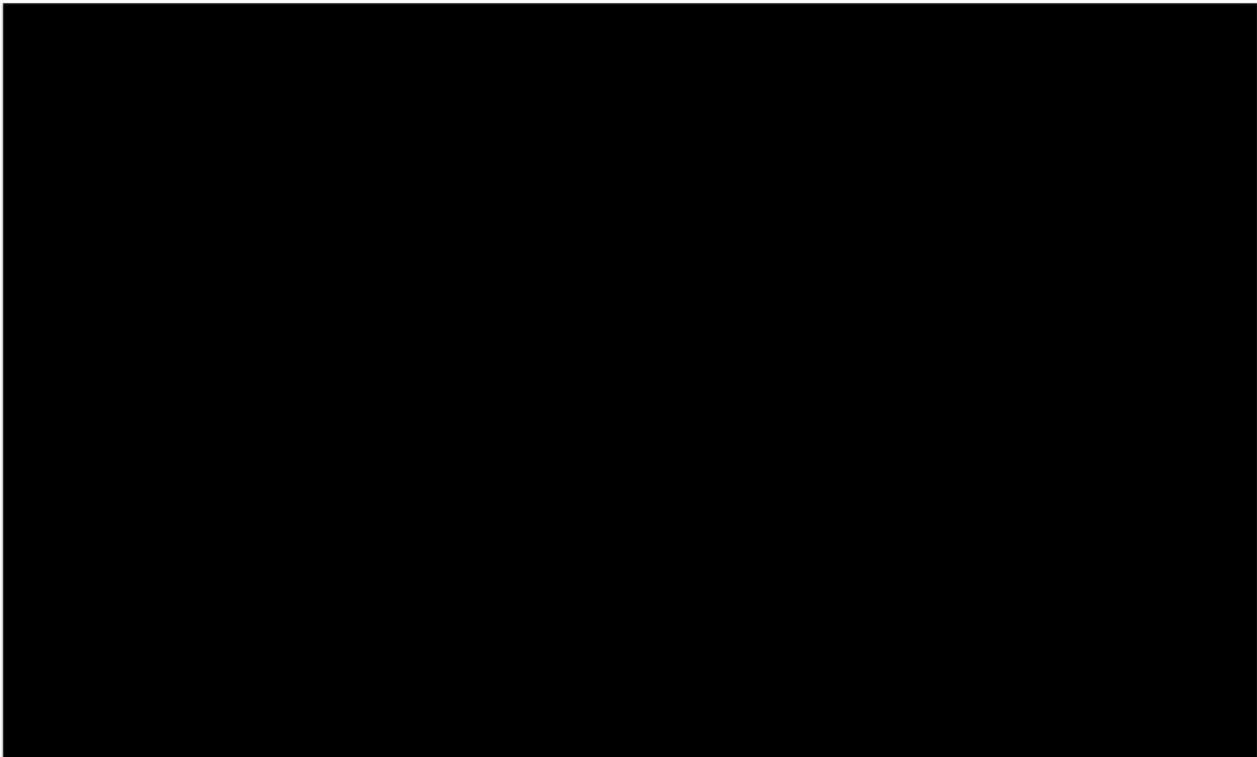
<sup>21</sup> See ONS 2011 Census Table KS201EW Ethnic Group located at: <http://www.ons.gov.uk/>

Table 3.1 Gypsy and Traveller Population			
	Population (no.)	G&T Pop (no.)	G&T Pop (%)
[REDACTED]			
South Derbyshire	107,206	72	0.07%
Total	[REDACTED]	[REDACTED]	[REDACTED]

Source: 2021 Census in NOMIS 2022

3.10 Figure 3.1 below shows the study area Councils' July 2022 Caravan Count. There is some variation in the number of caravans in each local authority with [REDACTED]

[REDACTED] in South Derbyshire. [REDACTED]



3.11 Figure 3.2 shows that when the population is taken into account the density of caravans varies. [REDACTED]

[REDACTED]  
[REDACTED] Local planning authorities

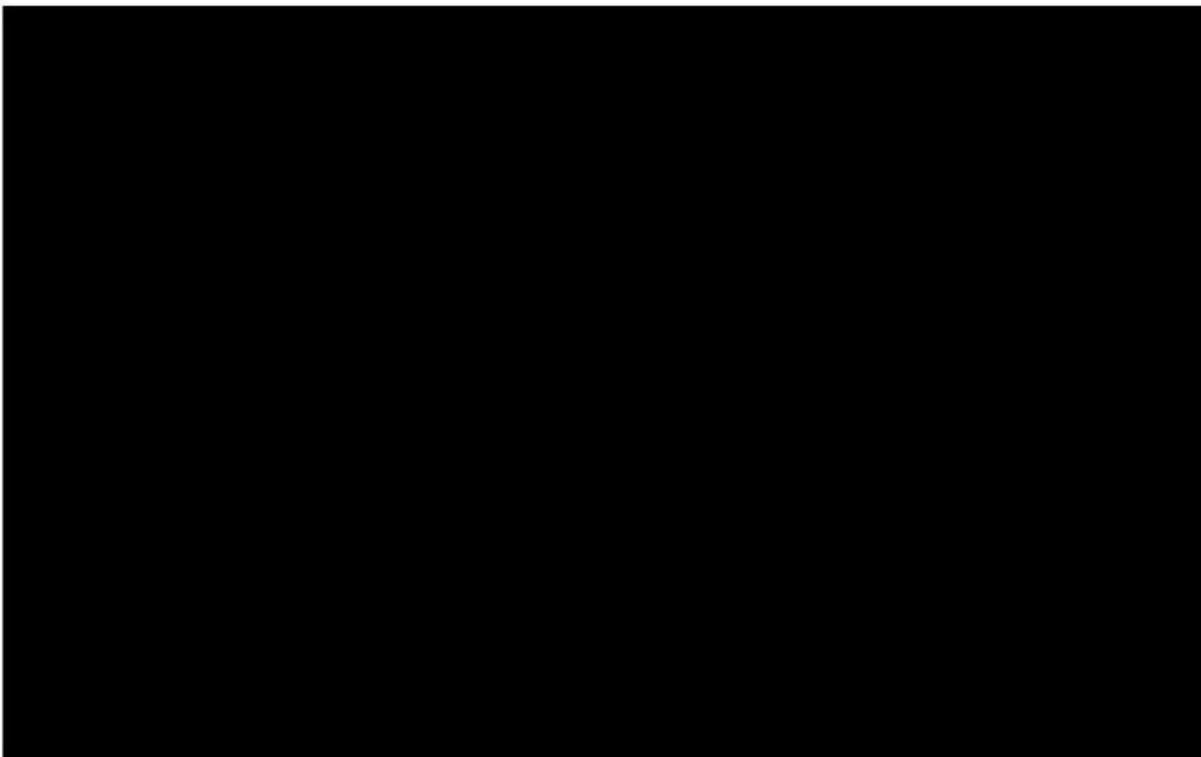
with densities above the study area average [REDACTED]

[REDACTED] South Derbyshire (129), [REDACTED]

[REDACTED]

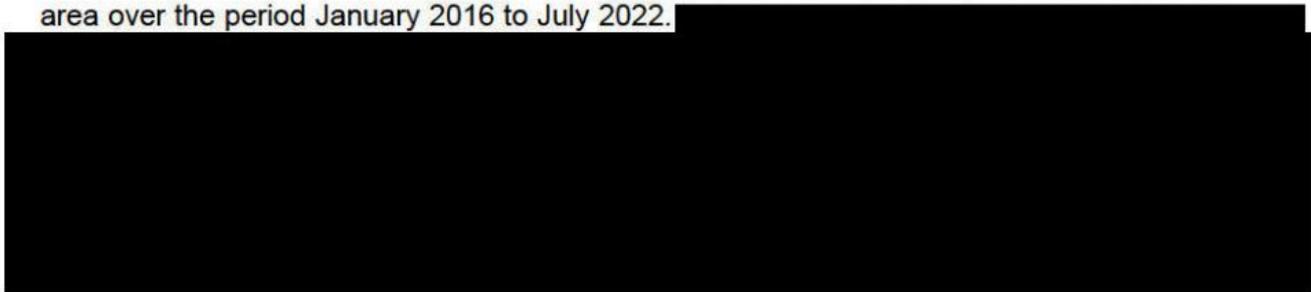
3.12 Figure 3.3 shows that the total number of caravans in the study area located on authorised pitches recorded by the DLUHC Traveller Count over the period January 2016 to July 2022. The DLUHC recorded a total of [REDACTED] caravans located on authorised pitches in January 2016 compared to [REDACTED] caravans in July 2022. [REDACTED]

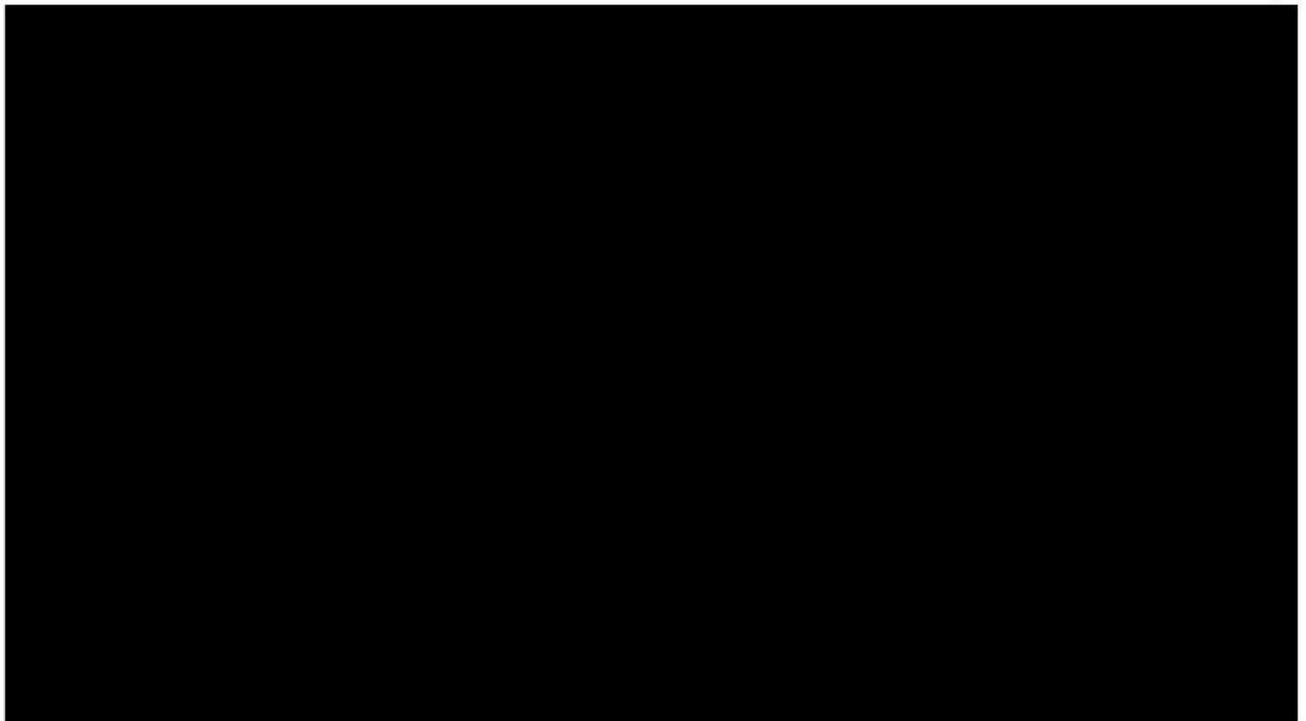
3.13 On average, just over half of all authorised caravans recorded by the DLUHC count in the study area are located in South Derbyshire (51%), [REDACTED]



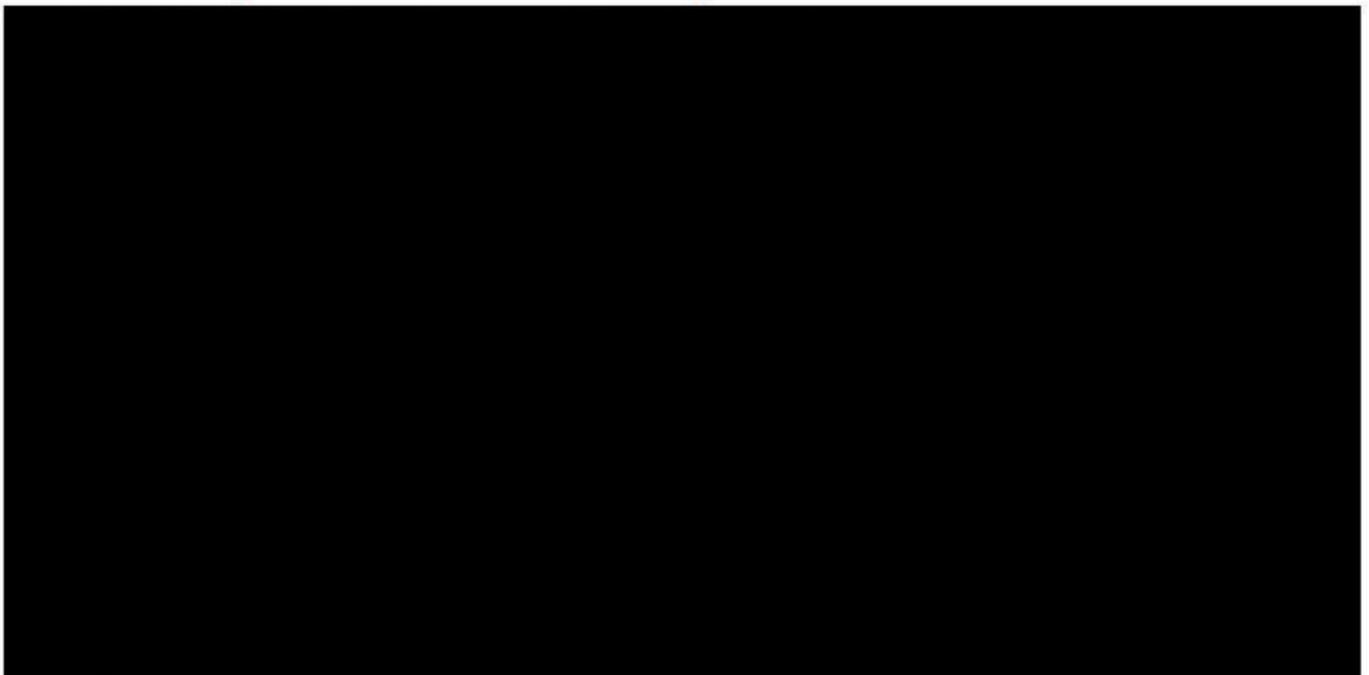
### **Data on unauthorised encampments**

3.14 DLUHC data on unauthorised encampments (i.e. caravans residing temporarily on 'pitches' without planning permission) is of limited accuracy, although it may indicate general trends. Figure 3.4 shows the number of caravans recorded on unauthorised pitches in the study area over the period January 2016 to July 2022.

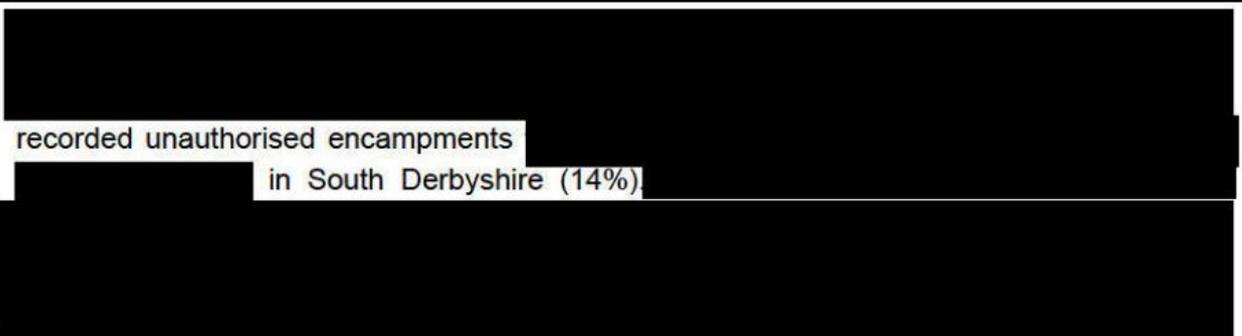




**Local authority data on unauthorised encampments**



3.17



recorded unauthorised encampments  
in South Derbyshire (14%)

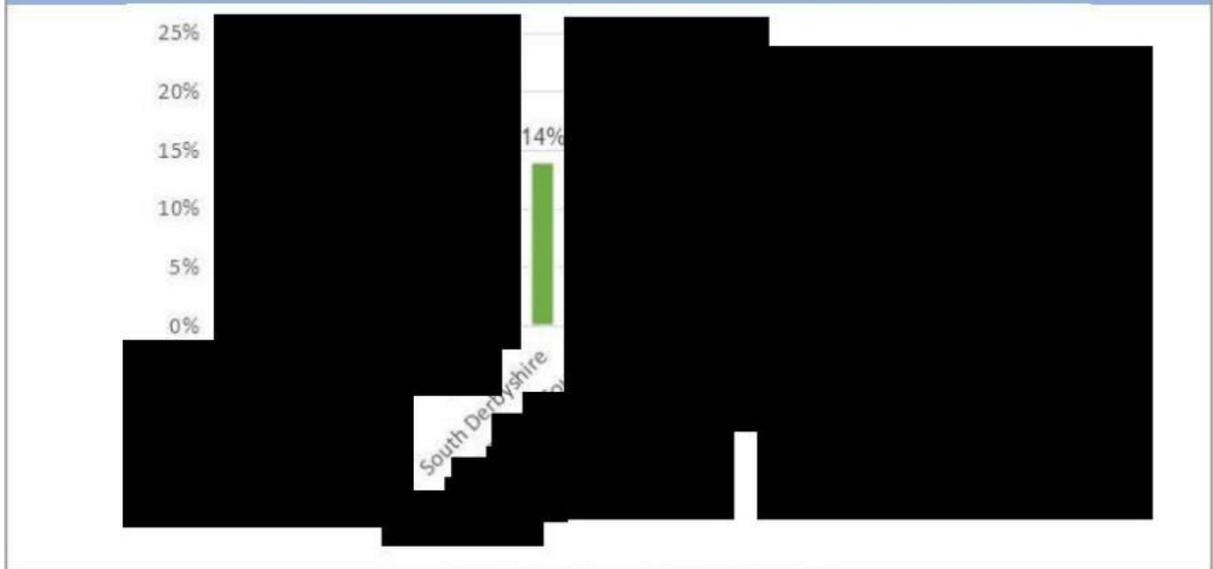
<sup>22</sup> House of Commons Hansard, 10 September 2018, Volume 646 columns 565-580.



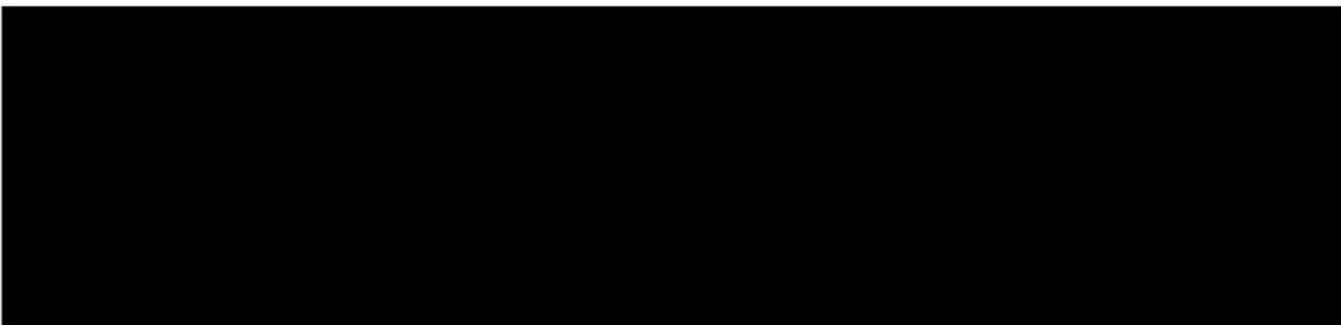
Table 3.2 Unauthorised encampments

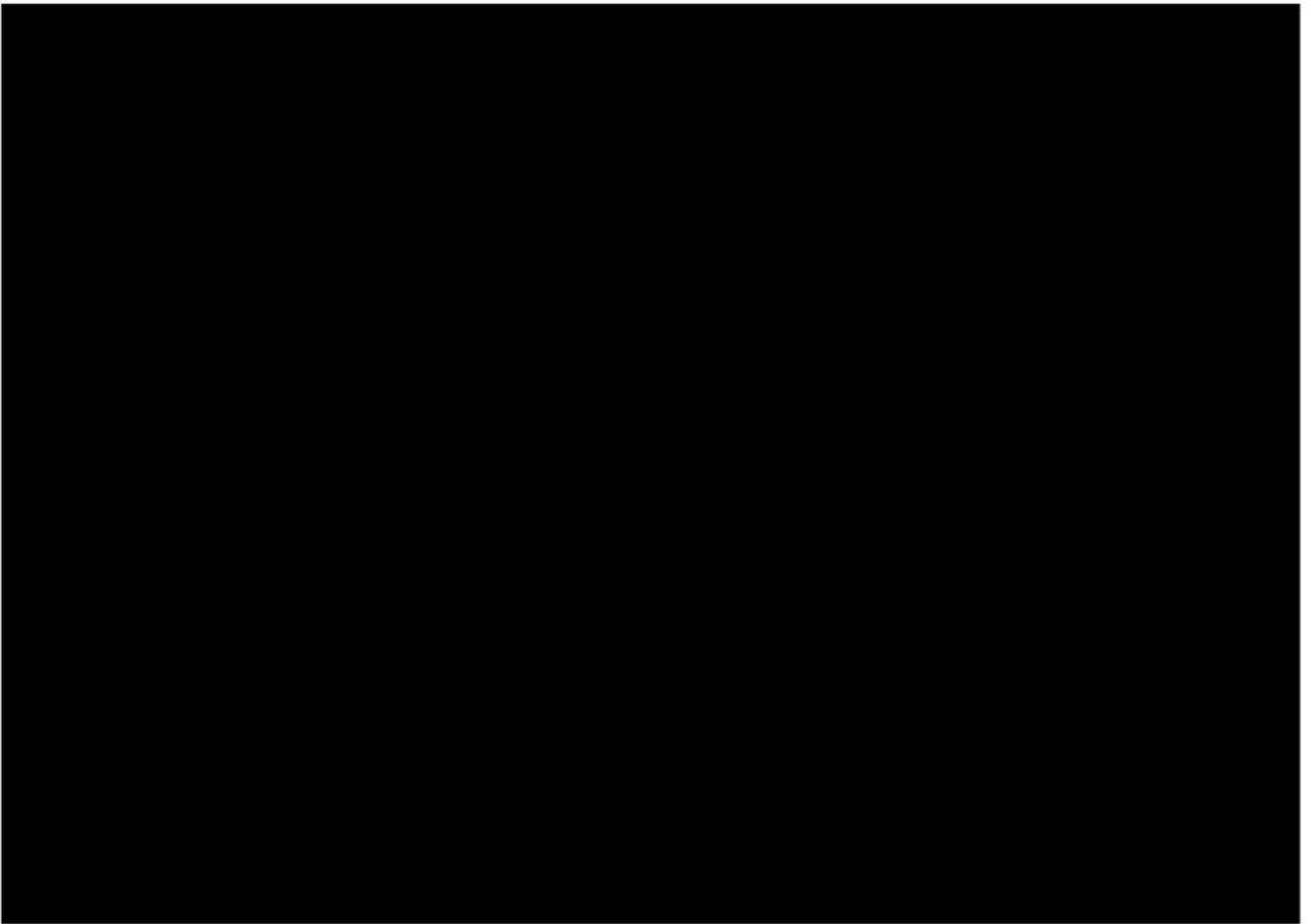
	From	To	No.
South Derbyshire	January-March 2016	July-September 2019	39

Figure 3.5 Unauthorised encampments by local planning authority (2016-2019)



Source: GTAA study area local authorities



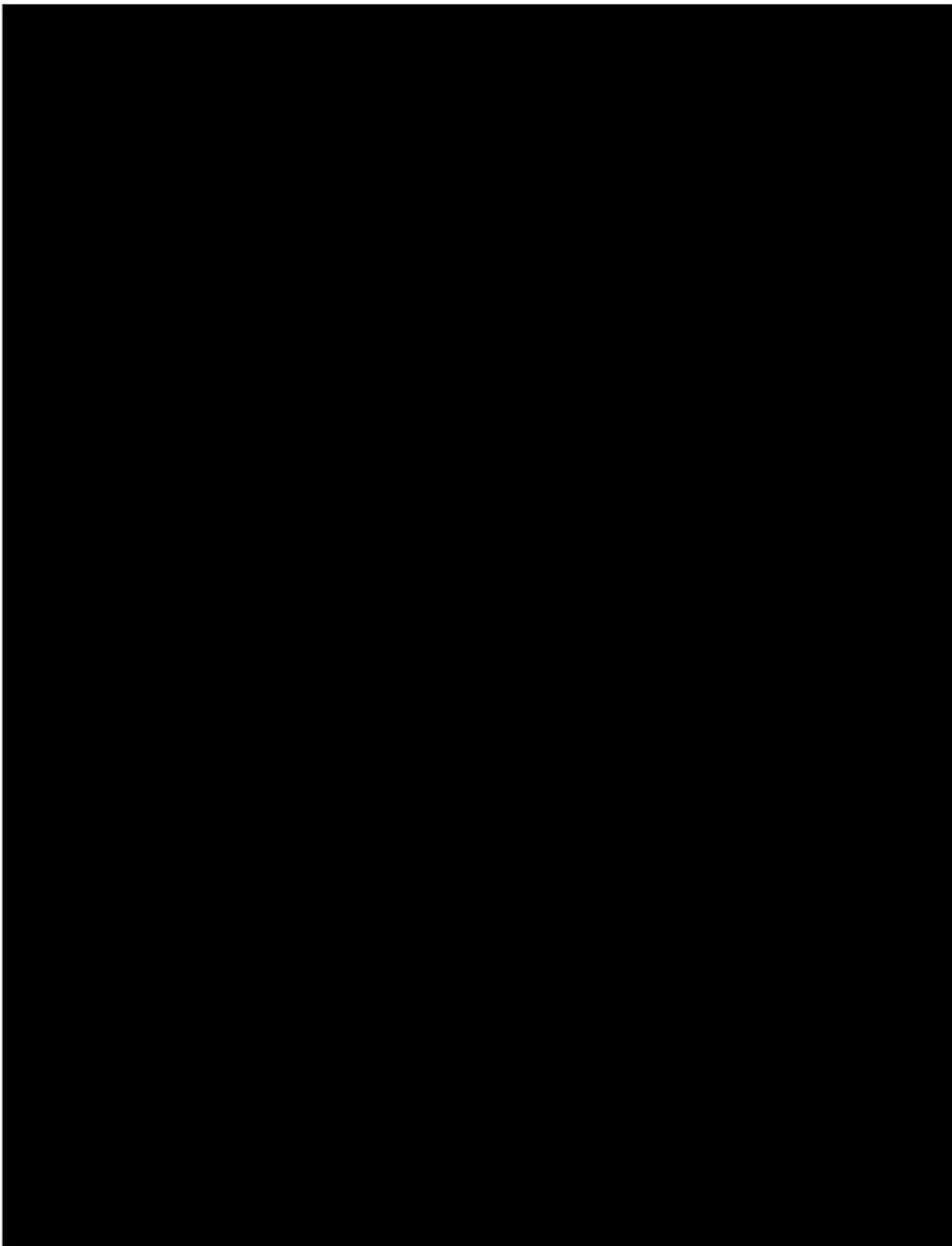


**Permanent Gypsy and Traveller residential pitches within the study area**

[Redacted]

[Redacted] Half (50%) of pitches are located within South  
Derbyshire [Redacted]

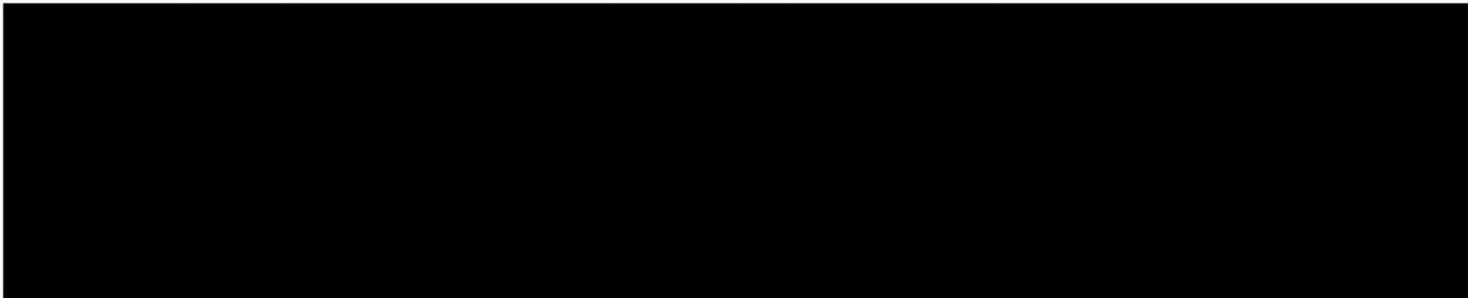
[Redacted]



### Transit provision

3.20 There are [redacted] transit pitches in the study area including [redacted]  
[redacted] 6 pitches on 2 leaseholder sites in South Derbyshire, [redacted]  
[redacted]

### Travelling Showpeople

- 3.21 Data from planning permissions are also available in the study area showing provision for Travelling Showpeople. The cultural practice of Travelling Showpeople is to live on a plot in a yard in static caravans or mobile homes, along with smaller caravans used for travelling or inhabited by other family members (for example, adolescent children). Their equipment (including rides, kiosks and stalls) is usually kept on the same plot.
- 

### Boat Dwellers

- 3.23 There are 260 recorded permanent moorings within the study area (in South Derbyshire (which are in the process of being developed). [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]

### Residential caravan sites

- 3.24 From the data gathered and consultation with site managers and owners it is determined that there are [REDACTED] residential caravan sites located within the study area, with a total of [REDACTED] pitches (including private family sites and registered park homes).

- 3.25 Table 3.3 shows the number of authorised residential caravan pitches within each local authority area.

Table 3.3: Residential caravan sites and pitches in the study area

Local authority	sites	pitches
[REDACTED]	[REDACTED]	[REDACTED]
South Derbyshire	6	176

Source: GTAA 2023

### Summary

3.26

[REDACTED] When population size is considered [REDACTED] local planning authority areas are above the study area average of 34 caravans per 100,000 population – [REDACTED] South Derbyshire (129), [REDACTED]

3.27

[REDACTED]

3.28

In January 2022 there were [REDACTED] Gypsy and Traveller pitches within the study area consisting of [REDACTED] authorised private pitches, [REDACTED] local authority managed pitches, and [REDACTED] pitches on unauthorised developments. There are also [REDACTED] transit pitches in the study area including [REDACTED], 6 pitches on 2 leaseholder sites in South Derbyshire, [REDACTED]

[REDACTED] There are 260 recorded permanent moorings within the study area (in South Derbyshire which are in the process of being developed), [REDACTED]

## 4. Stakeholder consultation

### Introduction

- 4.1 Consultations with a range of stakeholders were conducted to provide in-depth qualitative information about the accommodation needs of Gypsies, Travellers and Travelling Showpeople.
- 4.2 The aim of the consultation was to obtain both an overall perspective on issues facing these groups, and an understanding of local issues that are specific to the study area. The consultation took the form of an online survey and telephone interviews. In recognition that Gypsy and Traveller issues transcend geographical boundaries and the duty to cooperate in addressing the needs of Gypsies and Travellers, consultation was undertaken with officers from neighbouring authorities.
- 4.3 Key stakeholders involved in the consultation included: local authority officers with responsibility for Gypsy, Traveller and Travelling Showpeople issues, planning and planning policy officers, housing strategy officers, enforcement officers, housing officers, education service officers, police, fire and rescue services, NHS, Leicestershire Multi Agency Travellers Unit (MATU), Derbyshire Gypsy Liaison Group (DGLG), Derbyshire Traveller Issues Working Group (DTIWG), National Federation of Gypsy Liaison Groups, Canal and River Trust (CRT), National Bargee Traveller Association (NBTA), Residential Boat Owners Association (RBOA), and local and national representatives of the Showmen's Guild of Great Britain.
- 4.4 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 Gypsy, Traveller, Travelling Showpeople, and boat dwellers. This chapter highlights the main points that were raised.

### Accommodation needs

- 4.5 It was generally acknowledged that there is a lack of accommodation provision throughout the study area. It was noted that this issue is frequently raised at meetings of the Derbyshire Gypsy and Traveller Issues Working Group (DTIWG). However, it is recognised that the extent of Gypsy, Traveller, Travelling Showpeople, and boat dwellers' accommodation needs is small in comparison to general housing needs.
- 4.6 Stakeholders commented on how Derbyshire being centrally placed in the country and well connected by key arterial routes such as the M1, A61, A6, A38, A50 and A52 makes it attractive to travellers. It was also noted that whilst provision throughout the study area is uneven there is unmet demand even in those areas where provision is relatively high. Stakeholders reported differences in terms of demand for accommodation across the study area.

4.7 Stakeholders commented on accommodation needs in respective local authorities. It was stated that some authorities such as [REDACTED] South Derbyshire already accommodate considerable numbers of Gypsies and Travellers. Consequently, future demand for permanent pitches sites is likely to be greater in these local authority areas compared to those which currently have few or no Gypsy and Traveller accommodation [REDACTED]. Also, it was suggested that local planning authorities may be reluctant to meet accommodation needs from neighbouring authorities.

4.8 [REDACTED]  
[REDACTED]  
[REDACTED]  
[REDACTED]  
[REDACTED]  
[REDACTED]

4.9 It was noted that the 2015 GTAA identified that more than one third of accommodation needs is expected to arise from within existing family units on sites and that this factor is expected to remain unchanged. The drivers for accommodation needs identified by stakeholders included: new family formations and household growth; overcrowding at existing pitches; a lack of sufficient sites; households seeking pitches within the local area; and homelessness amongst the Gypsy and Traveller community.

4.10 According to some stakeholders it is preferable to have separate provision for Romany Gypsies, Irish Travellers, and Travelling Showpeople. 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. Stakeholders stressed that family sites and yards were the most favoured form of provision. However, some stated that not all households are able to develop sites or yards and there remains a need for private rented and social rented accommodation.

4.11 Stakeholder views differed as to whether new Gypsy and Traveller accommodation should be met in local authority areas in which it arose or shared across the study area. Whilst it was acknowledged that accommodation needs may arise in both urban and rural areas, it was agreed that new sites or yards should be situated close to services and facilities and be accessible by public or private transport routes:

“I think that location [of new sites and yards] should not just be driven by where needs arise but by where Travellers will actually want to be located to ensure that the sites meet need. This would include smaller family-run sites in more rural or edge of urban area locations with good transport connectivity and access to services (local authority officer).”

- 4.12 Whilst local authorities may have a good understanding of the number of Gypsy and Traveller pitches, or Showpeople plots, there is less information about the number of boat dweller moorings.
- 4.13 It was suggested that all boat dweller provision in the study area is privately rented. There are some transit and leisure moorings which over time have unofficially become permanent moorings. Some are located in remote spots with unlicensed boats moored on them. According to stakeholders, there are people residing permanently on moorings which are not licensed for such use. However, there is little accurate data on the number of boat dwellers permanently residing on unlicensed moorings. It was suggested that the study area local authorities review licenses and determine which moorings could be licensed for permanent residential occupation. Also, that marina owners and managers offer more flexible residency conditions.
- 4.14 It was suggested that local authorities tend to have a limited knowledge about boat dwellers. Until recently this was not regarded as an issue as there was no obligation on local authorities to specifically assess the accommodation needs of boat dwellers. Also, it was generally accepted that many boat dwellers and residential caravan dwellers reside in such accommodation due to life-style choices or the need to occupy affordable accommodation.
- 4.15 Public perceptions of boat dwellers tend to differ from that towards Gypsies and Travellers, and Showpeople. Some stakeholders suggested that this may be because the boat dweller community primarily consists of the members of the settled community.

### **Barriers to Accommodation Provision**

- 4.16 Key barriers to new accommodation provision noted by stakeholders included: local and political opposition to new sites or yards; a lack of suitable or affordable land; competing interests for suitable land; a lack of finance; and the complexity of planning processes.
- 4.17 Gaining planning permission for a new sites or yards was regarded by stakeholders as a significant hurdle. Applicants sometimes sought planning permission for the minimum number of pitches or plots with the intention of seeking permission for further pitches at a later date. This was not problematic if the site is large enough to cope with expansion. However, the most difficult initial hurdle was gaining planning permission. It was noted that some planning permissions for new sites within the study area were initially refused but later granted on appeal. A lack of finance, both in relation to the provision of new sites and maintenance, was considered a key barrier by stakeholders.
- 4.18 Stakeholders acknowledged political barriers to new sites. In particular, national planning policy was regarded as encouraging a negative attitude to new provision. Both national and local media sometimes play a negative role in determining attitudes towards Gypsies and Travellers which can impact on public and elected members' attitudes:

“Planning applications and allocations regarding Gypsy and Traveller sites are politically sensitive and as a general rule opposed by local residents. This can lead to applications which have been recommended for approval by Planning Officers being refused at planning committee (neighbouring authority representative).”

4.19 Similarly:

“Families on established sites often want to extend them but face all sorts of difficulties to do so. If the site is adjacent to an existing settlement usually any extension plans face strong opposition from the settled community. If there is strong opposition then councillors are rather inclined to refuse any site extensions (agency representative).”

4.20 Stakeholders stated that changes in planning processes and guidance may impact on meeting accommodation needs. They commented on how focusing on travelling patterns of Gypsies and Travellers is unhelpful when families are less likely to travel much if at all, but still live the cultural life of Gypsies and Travellers and require pitches.

4.21 However, the 2015 PPTS definition of Gypsies and Travellers means that travelling is a key factor in determining an applicant’s status and rights. Stakeholders commented on how this has led to further complications to the planning process. Gypsies and Travellers have to prove that they are travelling as well as their ethnic status. It was suggested that this may contravene the human rights of Gypsies and Travellers.

4.22 Interestingly, stakeholders stated that public perceptions of Travelling Showpeople differed from Gypsies and Travellers. The former is regarded as providing a popular, cultural service and are more defined by the public by the type of work they undertake. It was suggested that the media are less likely to portray Travelling Showpeople negatively. There was some difference between stakeholders in terms of the type of accommodation required by Travelling Showpeople with some stating that yards are required all year whilst others suggested that only winter quarters (when fairs do not take place), are required.

4.23 It was acknowledged by stakeholders that the availability of land (or lack of it) is a key issue in relation to the accommodation needs of Gypsies, Travellers and Travelling Showpeople. The process of identifying suitable land was deemed problematic. According to one stakeholder:

“There is a lack of available sites and tolerated stopping locations both for travellers passing through the local authority and visiting family or friends. This leads to regular unauthorised encampments during the travelling season. There is also a lack of available sites for families to set up their own site. This is partly due to land values but also to the lack of suitable and available undeveloped sites (local authority officer).”

- 4.24 Stakeholders identified barriers to obtaining land suitable for new provision. One issue was that whilst landowners may be keen to capitalise on land values by releasing land for the development of market housing, they were more reluctant to sell it for affordable housing or Gypsy and Traveller sites.
- 4.25 Green Belt constraints and the desire to utilise brownfield sites were regarded as key issues. Sustainability is also a key issue for the selection of new sites e.g. the criteria that new sites should not be located too far away from existing communities. This can lead to opposition from Gypsy and Traveller representatives as they frequently want to live away from the settled community.
- 4.26 It was noted that Planning Policy for Traveller Sites (2015) strictly limits new site development in open countryside or too far away from existing settlements. However, planning applications for new traveller sites are often located in the open countryside and/or within protected areas such as the Green Belt or Special Landscape Areas. It was suggested that local authorities should advise local Gypsies and Travellers about the type of land more likely to be suitable for development. This would prevent them submitting planning applications to develop land unsuitable for reasons such as being prone to flooding or lack of highways access.
- 4.27 Stakeholders commented on a lack of cultural understanding and understanding of needs of Gypsies, Travellers and Travelling Showpeople. Preconceptions about Gypsies, Travellers, and Travelling Showpeople were seen to influence attitudes and that perceptions vary depending on the situation. For example, it was suggested by some stakeholders that tensions and opposition to new sites may exist in areas where unauthorised encampments have occurred, or where sites are rumoured to be proposed.
- 4.28 Gypsies and Travellers living in bricks and mortar accommodation or on permanent sites were regarded as 'settled' and, as such, less likely to be regarded as requiring support. However, it was suggested it would be worthwhile for the settled community and Gypsies and Travellers to meet in order to better understand differing perspectives. This would also help to reduce prejudice.

### **Transit provision and travelling patterns**

- 4.29 It was acknowledged by stakeholders that a lack of transit provision can lead to high levels of unauthorised encampments. The lack of transit provision was regarded as a key issue for stakeholders across the study area and neighbouring authorities. Stakeholders commented on how this relates only to Gypsies and Travellers as Travelling Showpeople do not use unauthorised encampments and tend to travel to pre-arranged venues primarily for work purposes.
- 4.30 Gypsy and Traveller transit provision, similar to permanent sites, was regarded by stakeholders as being publically and politically sensitive. Stakeholders commented on a

lack of funding, absence of suitable or available land, and concerns regarding the management and illicit use of transit sites. It was suggested that “there is not the political appetite to allocate transit sites on top of addressing the individual authorities’ needs” (Local authority officer). Also:

“Similar to the provision of new permanent sites, it is not straightforward to identify and propose a perfectly well-situated transit site as there are many constraints and issues affecting suitability. Apart from location, constraints and issues a new transit site would need to be supported by councillors and accepted by local residents (agency representative).”

- 4.31 It was noted that the PPTS 2015 change in definition of Gypsies and Travellers may have led to more households travelling in order to prove ethnic status. This could lead to more unauthorised encampments. Alternatively, it was suggested that PPTS 2015 had not impacted on travelling patterns.
- 4.32 According to some stakeholders there is increasing emphasis on the need for negotiated stopping places rather than for new transit provision. The ‘negotiated stopping place’ model was developed by Leeds Gypsy and Traveller Exchange. It is used to describe agreed short-term provision for Gypsy and Traveller caravans. It does not describe permanent ‘built’ transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets.
- 4.33 Agreements are made between the authority and the (temporary) residents regarding expectations on both sides. This was regarded by some stakeholders as the best way forward. One stakeholder suggested that negotiated stopping agreements would need to be able to be explained to the settled community to avoid tensions.
- 4.34 Stakeholders cited the main reasons for travelling as: to be close to friends and family; for employment reasons; for holidays; to attend funerals and weddings; and for cultural reasons i.e. to reinforce cultural identity. As noted above, some households may travel in order to meet the PPTS 2015 definition.
- 4.35 Stakeholders agreed that it can be difficult to determine travelling routes although there was acknowledgment that these transcend local authority boundaries. There is a ‘north-south’ route throughout the study area although the location of current sites may impact on routes i.e. families may be attracted towards existing sites. Also, it was suggested that the M1, A38, A50, A52 and A61 are key travelling routes:

“They tend to follow the main roads in the south of the county – the A38 which runs from the M1 through Derby to Birmingham or the A50 which runs east to west from the M1 south of Derby to Stoke-on-Trent. Travelling

patterns also tend to be related to horse fairs – Appleby, Stow-on-the-Wold etc. (Local authority officer).”

- 4.36 Similarly, it was suggested that Gypsy and Traveller households tend to use the A61 and A6 including at Bakewell located in the Peak District National Park planning area.
- 4.37 In relation to boat dwellers, stakeholders commented on the need for greater flexibility regarding how long temporary moorings can be used. A lack of permanent moorings means that a large number of boat dwellers constantly move from one temporary mooring to the next. However, a large proportion of boat dwellers prefer to travel the waterways rather than reside on a permanent mooring.

### **Access to Services**

- 4.38 Stakeholders felt that access to services was very important for all Gypsy, Traveller and Travelling Showpeople families. They spoke about how Gypsy, Traveller and Travelling Showpeople continue to face problems when accessing services and how this is sometimes due to service providers not understanding their needs:

“I am aware of some issues which affect Gypsies, Travellers and Travelling Showpeople across the country such as poor school attendance, children missing from education, discrimination and bullying of children in education, lack of access to primary healthcare, reduced life expectancy (neighbouring authority representative).”

- 4.39 Gypsy and Traveller, and boat dweller households, not having a permanent address tend to experience even more problems accessing services. Stakeholders commented on how all Gypsies and Travellers and boat dwellers may experience problems accessing services. However, families residing on unauthorised encampments find it more difficult to access services. The Derbyshire Protocol stipulates the need to assess the health and education needs of households residing on unauthorised encampments. However, it was noted local authorities are not always aware of unauthorised encampments and that a lack of staff means that health and welfare checks are not always possible. There is a need for awareness-raising and training of professionals working with families to improve access to services and break down barriers for all.
- 4.40 It was noted that the education gap between Gypsy, Traveller and Travelling Showpeople children and those from the settled community can be extensive, but is better than it used to be. According to a stakeholder:

“The Derbyshire County Council post which used to specifically deal with Gypsy and Traveller education issues no longer exists. This has made it difficult for Gypsies and Travellers to seek support regarding education. However, I am aware that the role has now been incorporated into a wider

education post, which will hopefully address this issue (agency representative).”

- 4.41 Education was regarded by stakeholders as an important factor in determining demand for accommodation. Stakeholders spoke about how areas which already contain large numbers of Travellers tend to have schools which are more aware of the educational needs of Travellers. Such schools are more likely to attract Gypsy, Traveller and Travelling Showpeople families to the area. This factor not only impacts on educational demand in area but also the need for sites.

## Communication

- 4.42 In relation to issues concerning cooperation on Gypsy, Traveller, Travelling Showpeople, and boat dweller issues between different authorities and agencies, stakeholders emphasised the importance of working collectively when addressing the needs that the GTAA will identify. It was acknowledged that accommodation needs transcend local authority boundaries. As such, it was suggested that this requires a ‘joined up’ response to accommodation need and for local authorities and agencies to better share information and knowledge about Gypsy and Traveller issues.
- 4.43 Stakeholders noted ways in which they currently do and do not successfully cooperate regarding Gypsy and Traveller issues. There can be very strong working relationships with planning colleagues. However, it is more difficult to liaise over the more politically sensitive issue of Gypsy and Traveller accommodation needs. Whilst officers liaise closely the issue can sometimes be pushed down the political agenda by elected members.
- 4.44 It was acknowledged that there are political barriers to the issue of new accommodation. It was suggested that one reason is because elected members sometimes reflect the opinions of local communities who are antagonistic towards new provision in local areas. As such, it was recommended that elected members are offered awareness training on Gypsy and Traveller issues. It was suggested that allocating sites in areas where there is strong local opposition is undesirable although it was suggested that there should be greater emphasis on the positive relationship between Gypsies and Travellers and the settled community and between Gypsy, Traveller, Travelling Showpeople, and boat dwellers, and local authorities.
- 4.45 Stakeholders commented on how departments and neighbouring authorities can work well together but this is “on an ad hoc basis, as the need arises rather than the norm”. They also commented on how through the recent inter-agency protocol, there is potential for better local authority/inter-agency working. They commented how they are grateful that the County Council manages the process of updating the GTAA, although it would be helpful if district councils and the County Council were to work together more closely at other times.

- 4.46 The Derbyshire Traveller Issues Working Group (DTIWG) was regarded by stakeholders as the key tool in bringing agencies and local authority departments together. It is made up of all the local authorities, some neighbouring authorities, and partners such as the NHS, police, fire service, and the Derbyshire Gypsy Liaison Group. It was referred to by stakeholders as an invaluable network in relation to working with Gypsy, Traveller, Travelling Showpeople, and boat dwellers.
- 4.47 Derbyshire County Council Planning Department manages and leads on DTIWG meetings, which take place regularly. Some stakeholders commented on how some partners need to take on more responsibility and more active roles. For example, “the Inter-Agency Guidance needs updating, but that is difficult when Gypsy and Traveller issues do not form a large proportion of most people's work” (agency representative).

## Summary

- 4.48 The stakeholder consultation has offered important insights into the main issues faced by Gypsy, Traveller, Travelling Showpeople, and boat dwellers within the study area. It was generally acknowledged that there is a lack of accommodation provision throughout the study area. Also, it was noted that whilst provision throughout the study area is uneven there was unmet demand even in those areas where provision was relatively high.
- 4.49 Stakeholders reported differences in terms of demand for accommodation across the study area. One reason, as discussed in Chapter 1, is that Gypsy, Traveller, Travelling Showpeople, and boat dweller families tend to ‘cluster’ around certain localities. Also, it should be acknowledged that those areas with most current provision are more likely to attract Gypsy, Traveller, Travelling Showpeople, and boat dweller families.
- 4.50 It was felt that a lack of transit provision can lead to unauthorised encampments. Some stakeholders suggested that local authorities have a duty of care to support families residing on unauthorised encampments. It was suggested that local authorities may want to adopt the ‘negotiated stopping’ model, but not necessarily as formal as that adopted by Leeds City Council. This would allow caravans to be sited on suitable pieces of ground for an agreed and limited period of time, and if necessary, with the provision of limited services such as water, waste disposal and toilets.
- 4.51 Although the preferred accommodation type for many Gypsy, Traveller and Travelling Showpeople families may be small sites located on land owned by themselves, the consultation acknowledged difficulties in Gypsy, Traveller, Travelling Showpeople, and boat dwellers either buying or developing land for new accommodation. This is acknowledged throughout this report.
- 4.52 It was noted that there can be cultural differences between Gypsies and Travellers living in bricks and mortar accommodation and members of the settled community. Local authorities should 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 community.

- 4.53 The stakeholder consultation acknowledged many of the barriers faced by Gypsy, Traveller, Travelling Showpeople and boat dwellers. Some stakeholders suggested that public attitudes towards Gypsy, Traveller, Travelling Showpeople, and boat dweller people had hardened in recent years. Stakeholders discussed how changing attitudes takes time. It was discussed how many people only get the negative news and how this adds to problems. There is a need for education on the needs of these communities and to foster better relations between families and the settled community. This should involve working more closely with the Derbyshire Gypsy Liaison Group (DGLG), the Showmen's Guild and with other relevant service providers regarding the specific needs of these communities.
- 4.54 To summarise, the consultation provided a wealth of qualitative data on the accommodation needs of Gypsy, Traveller, Travelling Showpeople, and boat dweller families. There is evidence that accommodation needs within the study area has not yet been fully met although there was agreement about the need for smaller sites and negotiated stopping agreements, rather than transit sites. Despite barriers it is apparent that there is a need to consider the means of providing Gypsy, Traveller, Travelling Showpeople, and boat dweller accommodation.

## 5. Gypsies and Travellers consultation

### Introduction

- 5.1 This chapter provides a snapshot of households residing in the study area at the time of the survey (January 2022) and an analysis of need for current and future pitches across the study area. In doing so, it examines the key findings derived from the consultation with Gypsy and Traveller families (the accommodation needs of Travelling Showpeople are discussed in Chapter 6).
- 5.2 Table 5.1 below lists the number of authorised sites and pitches, unauthorised sites and pitches, and potential pitches (there are no pitches with temporary planning permission in the study area). Table 5.2 further below demonstrates the response rate for the consultation carried out with the households on the known sites. Every known authorised (both private and local authority) and unauthorised site was visited, and consultation with the households has taken into consideration the accommodation needs of every known pitch and site. Due to Covid-19 restrictions, a combination of direct consultation with households and proxy consultation with members of the community (including site owners, neighbours and relatives) was undertaken, some of which was by telephone.
- 5.3 Data in relation to transit provision was gathered by visiting the sites and consulting with the managers / owners of sites. Data regarding unauthorised developments (sites without planning permission but where the occupants have consent from the owners of the land to reside there) were gleaned using similar methods.

Table 5.1 Gypsy and Traveller sites and pitches per authority

	Sites	Pitches	Occupied Pitches	Potential Pitches	Vacant Pitches	UD Sites	UD Pitches
South Derbyshire	18	97	86	11	0	0	0

Source: Study area local authorities

- 5.4 In relation to consultation undertaken on authorised, occupied permanent pitches, the response rates are as follows:

Table 5.2 GTAA Survey response rates			
	Occupied Authorised Permanent Pitches	No. Surveyed	Response rate %
South Derbyshire	86	82	95%

Source: GTAA 2023

- 5.5 The consultation included questions regarding a number of issues such as family composition (per pitch), accommodation and facilities, the condition, ownership, management and suitability of current sites and pitches (including facilities and services), occupancy of existing pitches (including the number of, and reasons for, vacant and / or undeveloped pitches and future plans for pitches), travelling patterns, health, education and employment, and accommodation needs.
- 5.6 The number and location of pitches were determined using local authority data. Households were consulted on key issues regarding accommodation needs. The consultation was undertaken between Summer 2021 and January 2022. The combination of local authority data, site visits and consultation with households helped to clarify the status of pitches (i.e. which pitches are occupied by Gypsies and Travellers, vacant pitches, overcrowded pitches, pitches occupied by household members with a need for separate accommodation, and hidden households, amongst other needs issues).
- 5.7 Attempts were made to access households residing in bricks and mortar accommodation. However, it was not possible to consult with households residing in bricks and mortar accommodation. As such, an alternative method for determining the accommodation needs of households residing in bricks and mortar accommodation has been applied (see step 15 below). The methods used in attempting to contact households residing in bricks and mortar accommodation included:
- Asking households residing on sites if they were aware of any relatives or friends residing in bricks and mortar accommodation;
  - Contacting key stakeholders to request help to access Gypsies and Travellers living in bricks and mortar; and
  - Seeking information about the location of households residing in bricks and mortar accommodation through the stakeholder interviews

## Consultation

- 5.8 Most households were satisfied with the condition and location of their respective sites. Although most commented on experiencing varying levels of racism, they spoke about feeling part of the local community. They stated that it is important to reside on family sites with sufficient space and good facilities. Owning the land they reside on, with family residing close by was regarded by households as ideal. Residing on rental land was the preferred alternative if owning land is not possible. Households owning private sites were more likely to be satisfied than households renting sites, as the former felt more in control of site conditions.
- 5.9 Households residing on unauthorised developments felt unable to invest in their sites due to not having permanent planning permission. Some households residing on permanent sites commented on wanting to make improvements to their sites, but being unable to do so due to a lack of finance or space restraints.
- 5.10 As well as having sufficient space and facilities on site, good access to local services including education, health, and retail facilities was also important to the households. They spoke about how having a support network involving services such as health and education is essential for both the adult members of the household and children. The support network is an important reason as to why a family prefers to remain in the local area.
- 5.11 Access to other types of services and facilities such as shops were also regarded as important. However, households stated that it is not important that these are in close proximity as long as they are accessible by car. Access to services for households without access to transport (e.g. due to age or health issues) was deemed problematic although such households were usually supported by family or neighbours. Households deemed it more important to reside on a site and for family members to reside close together than to have access to any particular service.
- 5.12 Education was regarded as an important element of life for the families. They spoke of how this was becoming more important amongst Gypsy and Traveller communities, including learning to read and write, and gaining skills and qualifications. They also spoke of the importance of every generation learning the culture and skills linked to their way of life, and the importance of keeping their culture whilst at the same time gaining a good education. The families on the sites without permanent planning permission commented on how their children's education was one reason why they would prefer to reside on a permanent site.
- 5.13 Employment was also regarded as important. Households spoke of how Gypsies and Travellers travel more if they are unable to gain sufficient employment locally. Households were primarily self-employed with some occupants employed locally, unemployed, or

retired. With Covid-19 restrictions in place, self-employed households or those who travel for work have struggled to find work.

- 5.14 Gypsy and Traveller households in the study area regard travel primarily for cultural and social reasons. Some households also travel for work purposes including the buying and selling of horses, building and construction work, and garden and maintenance work. Some households spoke about how Gypsies and Travellers do not travel as much as they used to. This is because they may be employed locally, or children may attend local schools. Households suggested that it can be difficult to travel due to limited stopping places, being moved on, and the increasing costs of travelling. One commented on how travelling is only part of their culture.
- 5.15 Households recognised the importance of transit provision in the study area (some households with land are interested in developing new transit provision). However, negotiated stopping agreements were also regarded as an effective way of meeting the transit needs of visiting Gypsies and Travellers and minimising unauthorised encampments. This would involve caravans being sited at suitable locations for an agreed and limited period of time, with possible provision of limited services. Also, households residing permanently on sites would like to be able to accommodate visiting family and friends for an agreed period of time.

### **Accommodation needs**

- 5.16 Additional accommodation needs derive from households residing on unauthorised pitches (including tolerated unauthorised sites but without full planning status), and pitches with temporary planning permission requiring permanent permission; households residing on authorised sites requiring more space to meet current or future needs; and new family formations. Accommodation needs also derives from households residing in bricks and mortar accommodation. Households residing on sites and stakeholders commented on how it is important to acknowledge and determine this component of accommodation need.
- 5.17 Households with accommodation needs stated their desire to stay with or close to family. No households residing on sites expressed an interest in residing in a house. Some owners of sites with space to accommodate their own additional needs are considering applying for planning permission to develop additional pitches.
- 5.18 Whilst some local authority sites have waiting lists, this assessment does not include them in the accommodation needs calculations as they are unreliable indicators of needs. For example, households registered on several waiting lists for pitches could lead to double-counting.

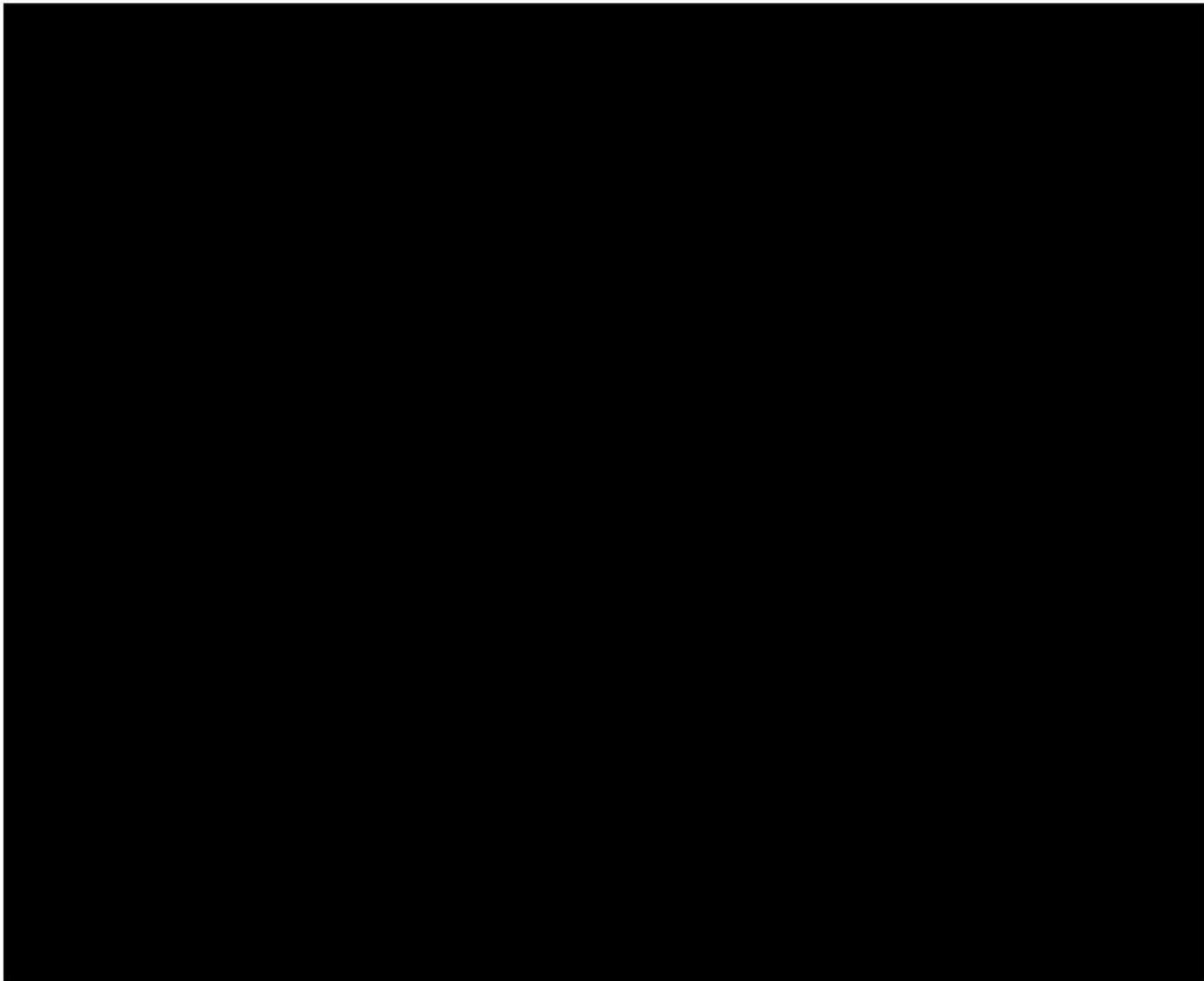
- 5.19 Some sites with additional accommodation need have the capacity to accommodate further pitches. Household members with accommodation needs but residing on sites without space for expansion would prefer to reside close to existing family sites.

### **Requirement for residential pitches 2020-2025<sup>23</sup>**

- 5.20 The need for residential pitches in the study area is assessed according to a 15-step process, based on the model suggested in DCLG (2007) guidance and supplemented by data derived from the survey. The results of this are shown in Table 5.3 below, while the subsequent section contains explanations of the sourcing and calculation of figures for each step. There are slight differences between the individual authority data (shown in the appendices) and the study area figures due to rounding. However, the overall needs figures remain the same.
- 5.21 This GTAA provides two accommodation needs figures: first, based on ethnic identity ('Ethnic' column); and second, based on PPTS 2015 ('PPTS' column). The 'ethnic' column contains the accommodation needs of all households identified as Gypsies and Travellers (whether they travel or not), whilst the PPTS column only includes the accommodation needs of households who meet the PPTS 2015 definition i.e. who have not permanently ceased to travel. Table 5.3 shows that there is an accommodation need for ■■■ additional pitches in the first 5-year period using the 'ethnic' definition, and ■■■ additional pitches using the 'PPTS' definition. This means that ■■■ households with accommodation needs travel, whilst an additional ■■■ pitches are required by households who have ceased to travel. Please note that the annual pitch needs relate to financial years i.e. 1 April to 31 March.

---

<sup>23</sup> Please note that due to rounding column totals may differ slightly from row totals



### **Requirement for residential pitches 2020-2025: steps of the calculation**

5.22 Information from local authorities and the census plus evidence from the survey was used to inform the calculations including:

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

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

## **Supply of pitches 2020-2025**

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

### **Step 1: Current occupied permanent site pitches**

5.25 Based on information provided by the councils and corroborated by site visits and household surveys, there are currently ■ occupied authorised Gypsy and Traveller pitches in the study area.

### **Step 2: Number of unused residential pitches available**

5.26 There is currently ■ vacant pitch in the study area.

### **Step 3: Number of existing pitches expected to become vacant 2020-2025**

5.27 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.<sup>24</sup> This results in the supply of ■ pitches.

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

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

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

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

### **Step 6: Residential pitches planned to be built or brought back into use, 2020-2025**

5.30 This is determined by local authority data and from an assessment of sites during visits. Such pitches are referred to as 'potential'. This means that the pitches have been granted

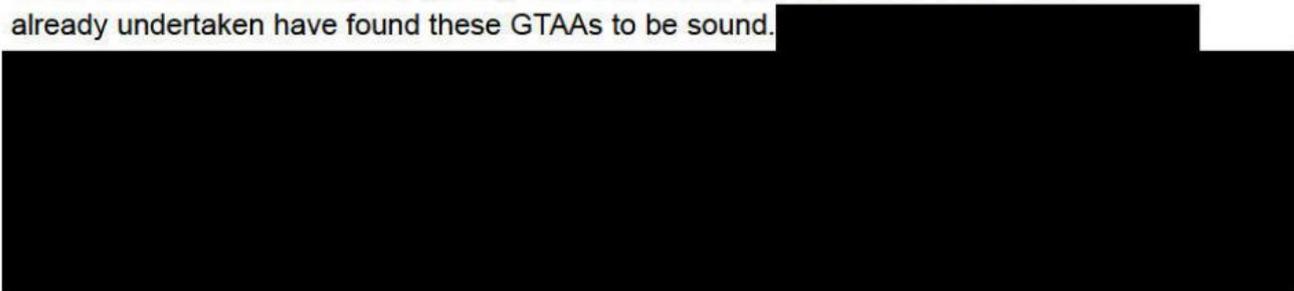
---

<sup>24</sup> 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.

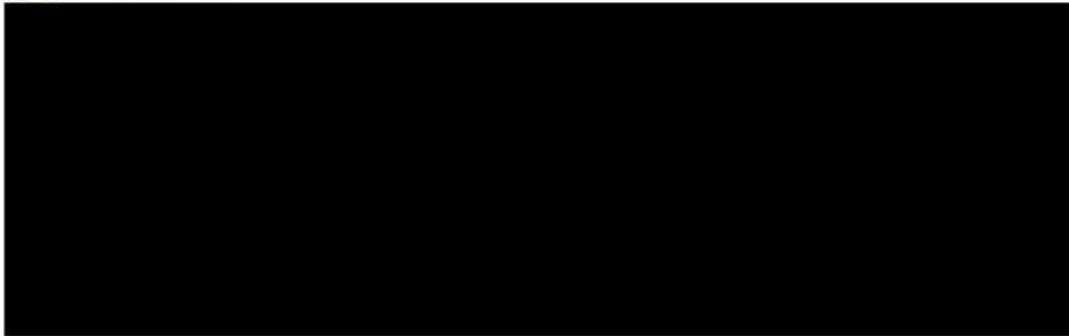




feelings of claustrophobia. Proven psychological aversion to residing in bricks and mortar accommodation is one factor used to determine accommodation needs.

- 5.42 This was determined firstly by estimating the number of houses occupied by Gypsies and Travellers. Work undertaken by Shelter (2005) estimates that between one-half to two-thirds of the Gypsy and Traveller population reside in bricks and mortar accommodation. From previous GTAA's undertaken by RRR Consultancy Ltd, it is estimated that around 10% of Gypsies and Travellers residing in bricks and mortar accommodation experience psychological aversion and require accommodating on sites. This was based on previous GTAA's undertaken by RRR Consultancy including Central Lincolnshire (2013 and 2020), South Kesteven and Rutland (2016), and Bassetlaw (2019). Local Plan examinations already undertaken have found these GTAA's to be sound.
- 

#### ***Balance of Needs and Supply***

- 5.43 From the above the Total Additional Pitch Requirement is calculated by deducting the supply from the needs.
- 

#### **Requirement for residential pitches 2020-2025 per authority**

- 5.44 The breakdown of the supply and needs for each of the local authorities which form the study area are provided in Appendix 1. It is for the study area partner authorities to collectively decide how they address their respective needs (i.e. either on a cross boundary and shared basis or on an individual authority basis).

#### **Requirement for residential pitches 2025-2040**

- 5.45 Considering future accommodation needs it assumed that those families with needs stemming from psychological aversion to residing in houses, overcrowding, unauthorised developments and encampments will move onto sites within a 5-year period. As such, only natural population increase (same as step 15 above), mortality, and movement into and out of the study area accommodation needs to be considered. The base figures

regarding the number of pitches on sites at the end of the first 5-year period are shown in Table 5.8 below. Please note that the 2020 base figures include both authorised occupied and vacant pitches, whilst the 2025 base figures assume that any potential pitches have been developed.

5.46 2025 pitch base figures are determined by a number of factors including:

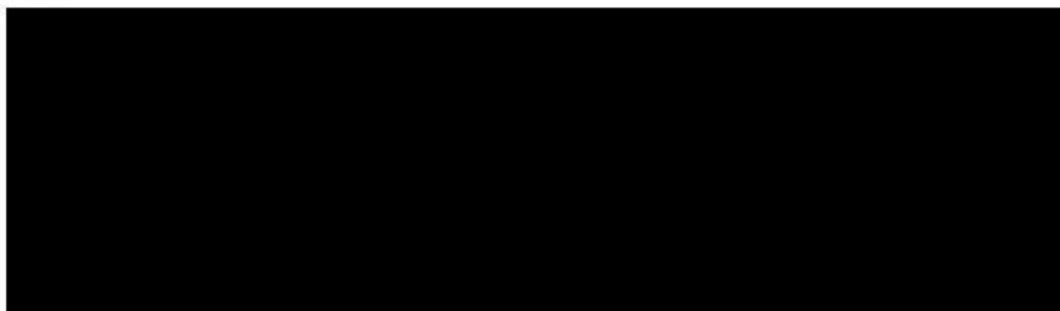
- the number of occupied pitches in 2020 (as determined by the household survey)
- the number of vacant pitches in 2020 (as determined by the household survey)
- the number of potential pitches (as determined by local authority data)
- accommodation needs for the period 2020-2025 (as determined by the GTAA)

5.47 It is assumed that by 2025 vacant pitches will be occupied, potential pitches will have been developed and occupied, and any additional needs has been met by new supply.

5.48 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 for Gypsy and Traveller households does not represent national planning policy.

5.49 In relation to this accommodation assessment, analysis of the current population indicates that an annual household growth rate of 2.38% per annum (compound) equating to a 5-year rate of 12.49% is more appropriate. This is based on an analysis of various factors derived from the surveys including current population numbers, the average number of children per household, and marriage rates. It is assumed that these rates are likely to continue during the period 2025-2040.

### **The Study Area**



### **Requirements for transit pitches / negotiated stopping arrangements**

5.50 In relation to transit provision, it is recommended that all of the local authorities within the study area adopt a negotiated stopping policy. This involves caravans being sited at a suitable location for an agreed and limited period of time, and if necessary, with the

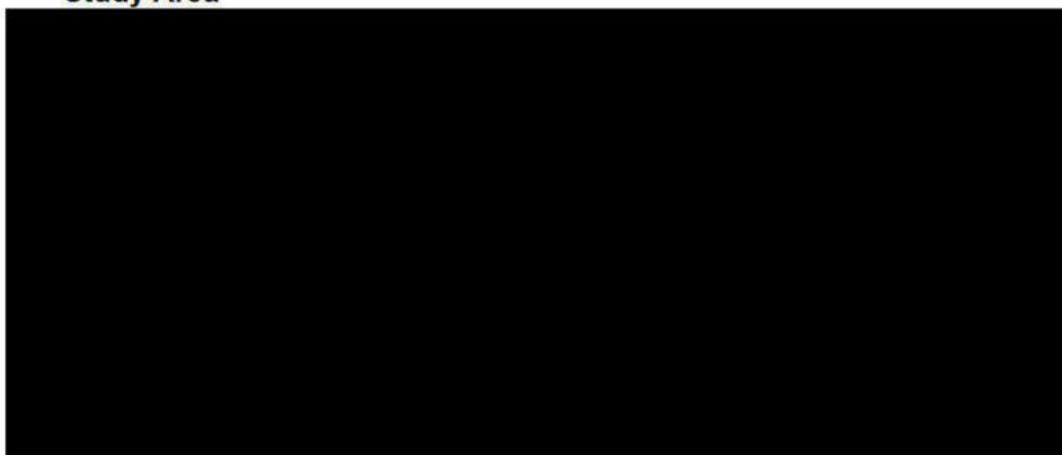
provision of services such as waste disposal and toilets. Whilst it is important that all local authorities adopt the negotiated stopping place policy, it could be implemented on an individual local authority, across the study area, or countywide basis.

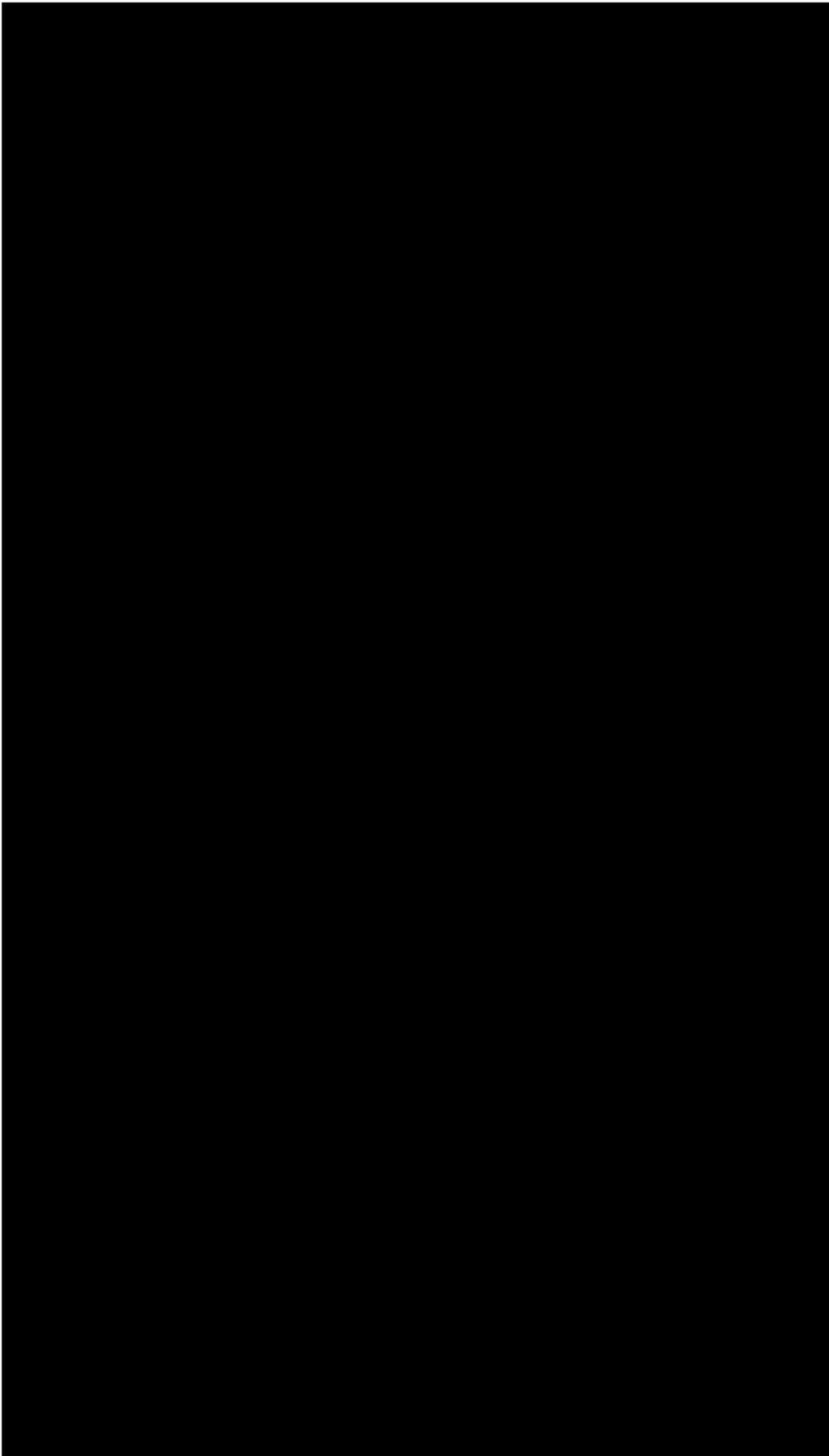
- 5.51 The term 'negotiated stopping' is used to describe agreed short-term provision for transient Gypsies and Travellers. Caravans on negotiated stopping places are allowed to stay for an agreed amount of time. This could be on private or public land providing the encampment does not cause any danger, problems or nuisance to its occupants or local community. The arrangement is between the local authority, police, the transient households (and landowner if situated on privately owned land). The location of a negotiated stopping place could be where the transient household is located at the time they are identified. If not appropriate, the household could be moved on to an appropriate alternative location.
- 5.52 It is important for local authorities to respond to the temporary accommodation needs of transiting households within the local authority area rather than simply directing them to neighbouring authorities. Also, local authorities should consider allowing households visiting family or friends who reside on permanent sites in the local authority area to temporarily reside on the site for an agreed amount of time. If and where possible, it is recommended that local authorities, either on an individual or collective basis, consider the development of transit sites

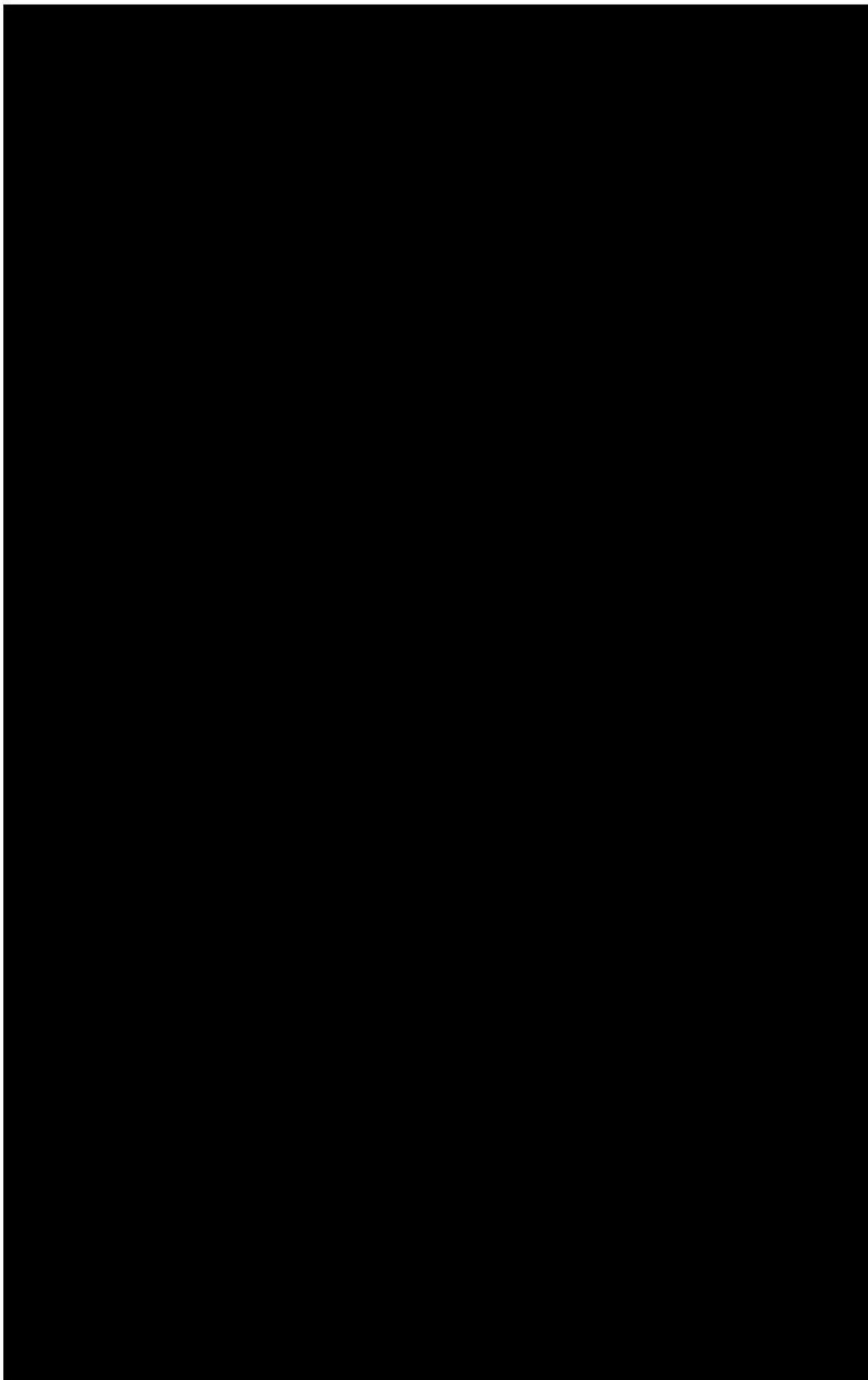
## Summary

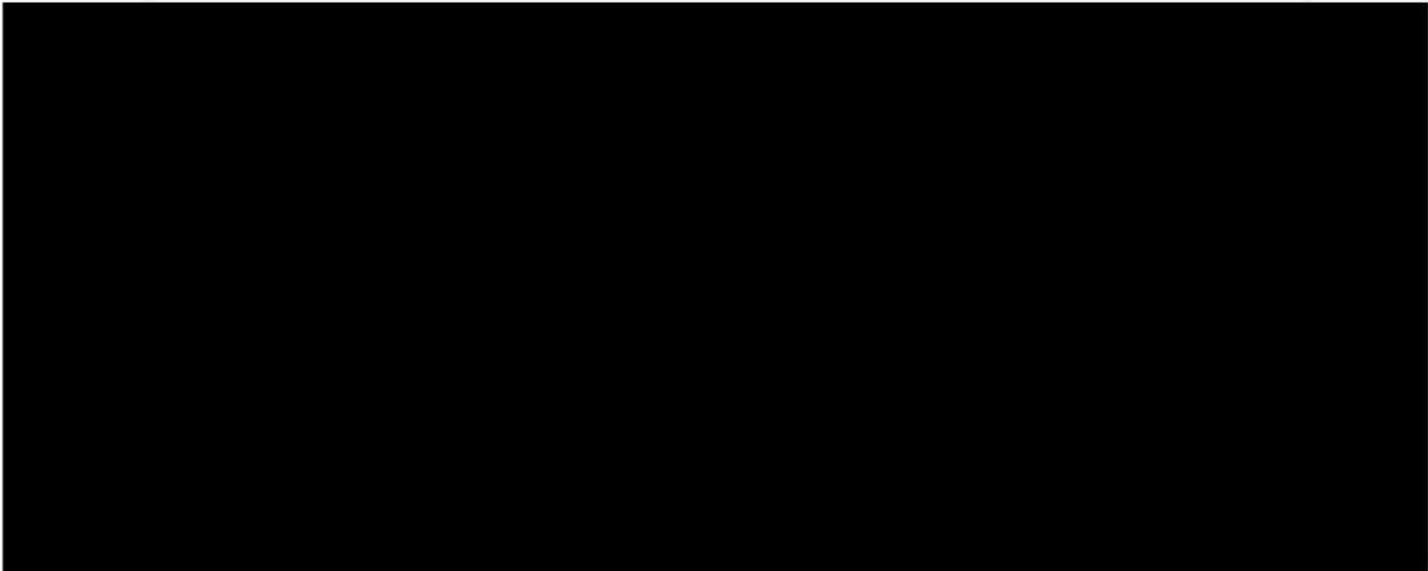
- 5.53 This chapter has provided both quantitative and qualitative data regarding key characteristics of respondent households residing on Gypsy and Traveller sites. The tables below show the accommodation needs arising from the study area as a whole and the ten partner local authorities. It should be noted that any identified land in local plans will contribute towards meeting needs and subsequently reduce the level of needs.

### Study Area









### South Derbyshire

Table 5.16: Summary of accommodation needs 2020-40 (pitches)

Period	Ethnic definition	PPTS 2015 definition
Total 2020-25	20	14
Total 2025-30	12	11
Total 2030-35	13	12
Total 2035-40	14	13
Total 2020-40	59	50

Source: GTAA 2023

## 6. Travelling Showpeople consultation

### Introduction

- 6.1 As described in Chapter 1, this GTAA considers the accommodation needs of Travelling Showpeople. Unlike Gypsies and Travellers, Travelling Showpeople are not considered to be an ethnic minority and, as such, are not protected by the Equality Act 2010. Nonetheless, government guidance (DCLG Planning Policy for Traveller Sites August 2015) indicates that local authorities should consider the accommodation needs of Travelling Showpeople families. As such, they have been included in this report.
- 6.2 Table 6.1 below lists the number of authorised plots, plots on unauthorised developments (UDs), and plots with temporary planning permission per study area planning authority (primarily based on data provided by the local authorities). There are [REDACTED] authorised yards with a total of [REDACTED] plots. A section on the Guild's yard is available for short-term use (managed by the Guild). There are also [REDACTED] potential plots due to be developed in the next 5 years. However, there are concerns about this development and uncertainty if it will be completed.

Table 6.1 Gypsy and Traveller sites and pitches per authority

	Yards	Plots	UD yards	UD plots	Temp yards	Temp plots
[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]
South Derbyshire	0	0	0	0	0	0
[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]

Source: Study area local authorities

- 6.3 In relation to consultation undertaken on authorised, occupied permanent plots, the response rates are as follows:

	Occupied Permanent Plots	Authorised Plots	Consultation	Response rate %
South Derbyshire Total	0	0	0	

Source: GTAA 2023

- 6.4 Consultation was undertaken in relation to all (100%) known plots being taken into account in the assessment. Due to Covid-19 restrictions, consultation was undertaken with the assistance of the Showmen's Guild of Great Britain. The consultation included questions regarding issues such as: family composition (per plot), occupancy of existing plots (including number of and reasons for vacant and /or undeveloped plots and future plans for plots), management and suitability of current yards and plots (including facilities and services), and accommodation needs.

### Consultation

- 6.5 Travelling Showpeople households residing on study area yards and plots are involved in differing activities including running circuses, fairgrounds, and concession stands. Some households consisted of retired Travelling Showpeople. Most households had worked in the study area (and beyond) for generations. Three generations of the same family are residing on some plots leading to overcrowding and the needs for separate accommodation for some newly forming households.
- 6.6 Household size on each plot varied between 1 and 14 persons. The age of individuals ranged from a new-born to retirement age. Some individuals and households reside on yards all year round, whilst others use the yards as a base. Since March 2020, Covid-19 restrictions have led to more Showpeople residing on plots all year leading to overcrowding. Also, Showpeople yards needs may need to accommodate long- and short-term employees.
- 6.7 The yards primarily have good access to services such as education, health, and retail facilities. However, the need for additional space in which to store and maintain equipment, and to accommodate growing families, was highlighted as a key concern.
- 6.8 Showpeople regard education as an important element of life for the families. Also, the importance of managing a good balance between their children gaining a good education and learning the culture and tradition of the families.

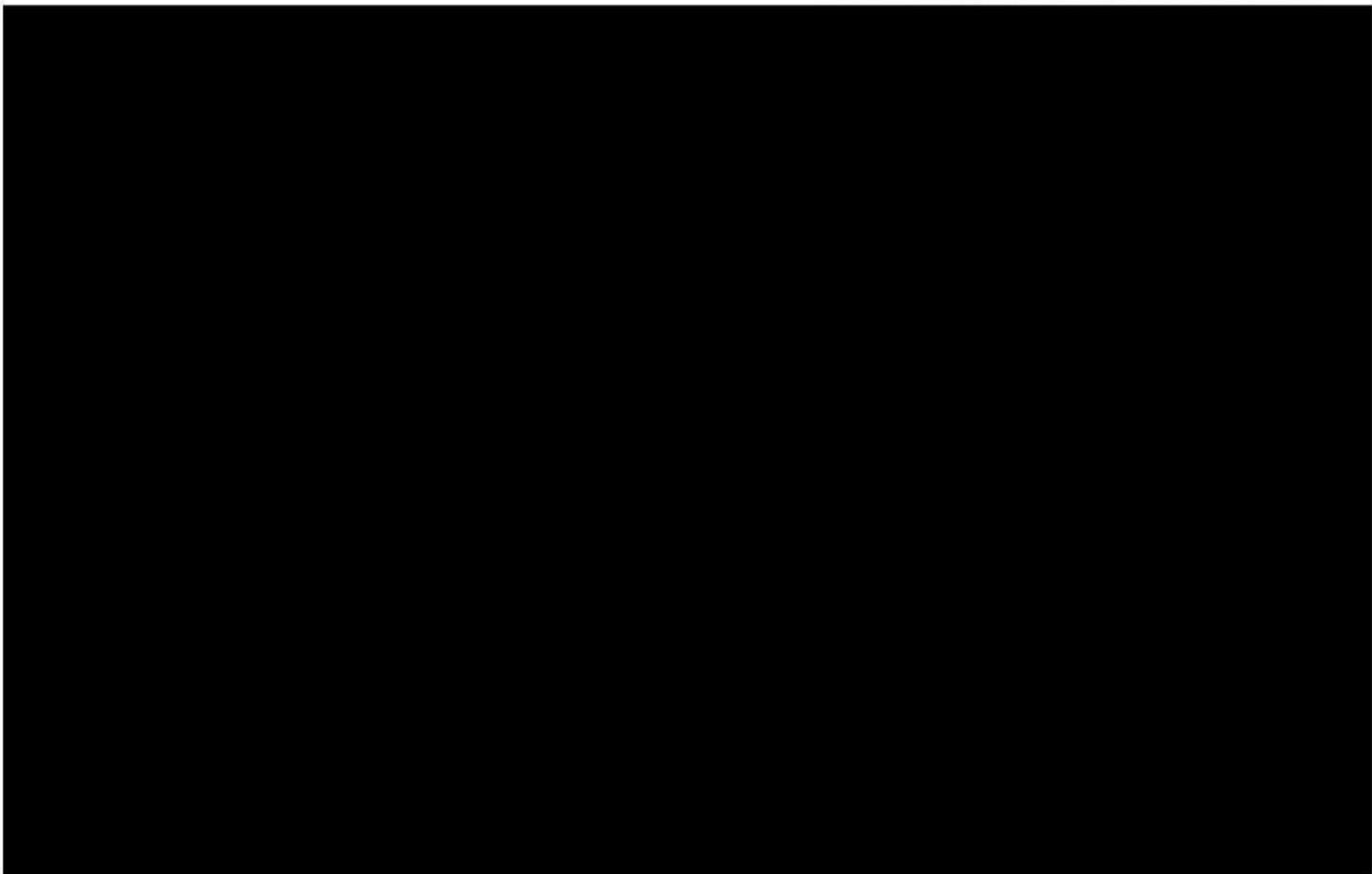
- 6.9 The Showpeople households residing on study area yards travel mainly for work. However, households tend to travel less often and, generally, not as far as they used to. This is because a larger proportion of families mainly work at local events and venues, or at least within a reasonable distance which enables them to travel to and from yards. Covid-19 restrictions meant that many families were unable to travel or work during 2020 and 2021. Many households are concerned that the same Covid-19 related issues will have a similar impact on work throughout 2022.
- 6.10 When the yards were initially developed there was sufficient space for both accommodation and equipment. However, an increasing number of people occupying the yards and larger equipment means that the yards are no longer large enough for both accommodation and storage.

### **Calculation of Accommodation Needs**

- 6.11 The need for permanent plots for Showpeople in the study area is based on the model suggested in DCLG (2007) guidance and supplemented by data provided by the local authorities. It provides a calculation of accommodation needs for the period of 2020-2040 in 5-year periods.
- 6.12 As discussed in Chapter 2, there are differing interpretations of the PPTS (August 2015) definition of Travelling Showpeople. However, all households travel and all meet the PPTS definition.

### **Requirement for residential plots 2020-2025**

- 6.13 The need for residential plots in the area is assessed according to a 14-step process, based on the model suggested in DCLG (2007) guidance and supplemented by data derived from the survey. The results of this are shown in Table 6.3 below, while the subsequent section contains explanations of the sourcing and calculation of figures for each step.
- 6.14 As discussed in Chapter 2, there are differing interpretations of the PPTS (August 2015) definition of Travelling Showpeople. However, all of the households travel and all meet the PPTS definition. Please note that the annual plot needs relate to financial years i.e. 1 April to 31 March.



### **Requirement for residential plots 2020-2025: steps of the calculation**

6.15 Information from local authorities and evidence from the survey was used to inform the calculations including:

- The number of existing plots
- The number of families residing on unauthorised encampments requiring accommodation (and surveyed during the survey period)
- The number of unauthorised developments (during the survey period)
- The number of temporary plots
- The number of vacant plots
- The number of planned or potential new plots
- The number of transit plots

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

### **Supply of plots 2020-2025**

#### ***Step 1: Current occupied permanent plots***

6.17 Based on information provided by [REDACTED] and corroborated by information from plot surveys, there are currently [REDACTED] authorised yards with [REDACTED] occupied authorised plots.

**Step 2: Number of unused residential plots available**

6.18 There are ■ vacant plots.

**Step 3: Number of existing plots expected to become vacant 2020-2025**

6.19 This is calculated using mortality rates as applied in conventional Housing Needs Assessments. It then calculates the number of plots that would become vacant as a result of mortality. This results in ■ additional plot.

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

6.20 This was determined by survey data. It was assumed that those currently residing on plots expecting to leave the area permanently in the next five years – out of choice (step 4) or due to overcrowding (step 12) – would generally be able to do so. Given that the plots are not currently occupied and that none of the intended households indicated they would be leaving the study area, this resulted in the supply of ■ plots.

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

6.21 This was determined by survey data. It was assumed that all those currently residing on plots planning to move into housing in the next five years (step 5), or preferring to move into housing from an overcrowded plot (step 12), would be able to do so.

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

**Step 6: Residential plots planned to be built or brought back into use, 2020-2025**

6.23 These are plots with planning permission, and which have been partly developed or which were previously occupied but are now vacant and in need of redevelopment. There are ■ plots in the study area that are expected to be built or brought back into use during the period 2020-2025.

**Need for plots 2020-2025**

**Step 7: Seeking permanent permission from temporary plots**

6.24 This is determined by local authority data. It is assumed families residing on plots whose planning permission expires within the period 2020-2025 will still require accommodation within the study area. There are currently ■ plots with temporary planning permission located in the area.

**Step 8: Family units on plots seeking residential plots in the study area 2020-2025**

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

6.26 This category of need overlaps with those moving due to overcrowding, counted in step 12, In order to avoid double-counting family units which both are overcrowded and seeking accommodation are counted only once. This generates a total need of [REDACTED] plots in the study area.

**Step 9: Family units on transit plots seeking residential plots in the study area**

6.27 This generates a total need of [REDACTED] plots as there is no transit yard in the study area.

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

6.28 There were [REDACTED] households residing on unauthorised encampments interviewed during the survey period, so there is a need of [REDACTED] plots arising from this source.

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

6.29 There are [REDACTED] and therefore there is a need of [REDACTED] plots.

**Step 12: Family units on overcrowded plots seeking residential plots in the study area**

6.30 Overcrowding on a Travelling Showpeople plot may differ to that on Gypsy and Traveller pitch due to the larger need for equipment and vehicle storage. Showpeople require more space for their equipment and vehicles as well as enough space for accommodation such as caravans (static and tourers). This generates a total need of [REDACTED] plots in the study area.

**Step 13: New family units expected to arrive from elsewhere**

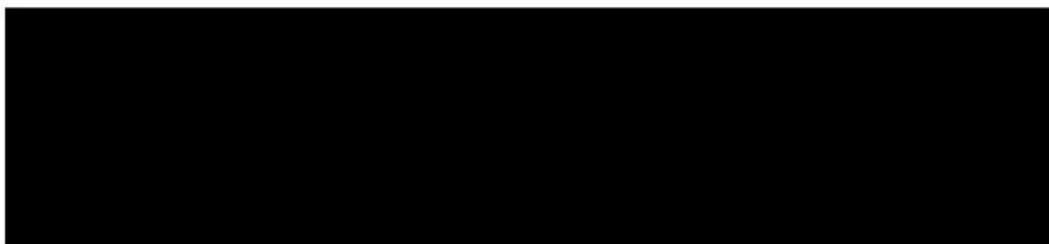
6.31 This generates a total need of [REDACTED] plots in the study area.

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

6.32 This generates a total need of [REDACTED] plots in the study area.

**Balance of Needs and Supply**

6.33 From the above the net additional plot requirement is calculated by deducting the supply from the needs.



**Requirement for residential plots 2025-2040**

6.34 Considering future needs, only natural population increase, mortality, and movement into and out of each borough/district needs be considered. The base figures regarding the number of plots on sites at the end of the first 5-year period are shown in Table 6.5 below.

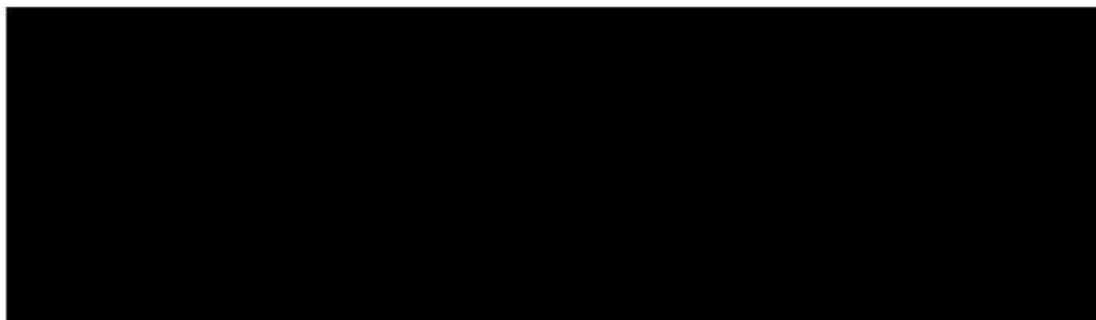
Please note that the 2020 base figures include both authorised occupied and vacant plots, whilst the 2025 base figures assume that any potential plots have been developed.

- 6.35 In relation to this accommodation assessment, analysis of the current population indicates that an annual household growth rate of 2.38% per annum (compound) equating to a 5-year rate of 12.49% is more appropriate. This is based on an analysis of various factors derived from the surveys including current population numbers, the average number of children per household, and marriage rates. It is assumed that these rates are likely to continue during the period 2025-2040. This results in a need of:



### **Summary**

- 6.36 This chapter has provided both quantitative and qualitative data regarding key characteristics of respondent households residing on Travelling Showpeople plots. Accommodation needs resulting from the calculations in the tables above are as follows:



## 7. Boat dweller consultation

### Introduction

- 7.1 As described in Chapter 1, this GTAA considers the accommodation needs of boat dwellers. Unlike Gypsies and Travellers, boat dwellers are not considered to be an ethnic minority and, as such, are not protected by the Equality Act 2010. Nonetheless, government guidance (DCLG 2016) indicates that local authorities should consider the accommodation needs of boat dweller families. Given the presence of boat dwellers in the study area they have been included in this report.

### Methodology

- 7.2 Given that the requirement to determine the accommodation needs of boat dwellers was only recently introduced by the DCLG Draft Guidance on Housing Needs (Caravans and Houseboats) (March 2016), there is no established method to determine need. As such, the need for residential moorings in the study area is assessed according to DCLG (2007) guidance and supplemented by data provided by the local authorities and consultation with stakeholders (in particular the boat dwellers). It is also in accordance with NBTA guidance. This methodology has previously been used by RRR Consultancy to undertake Boat Dweller Accommodation Assessments (BDAAAs) on behalf of Oxford City Council (2018) and Wokingham Borough Council (2019), and for other authorities as part of their GTAAs.
- 7.3 Whilst households residing on boats in the study area were consulted, there was an insufficient number to base accommodation needs calculations on household consultation alone. As such, the extent of boat dweller mooring supply and needs was determined by consulting with boat dwellers, boat yard and marina owners and managers, the National Bargee Travellers Association (NBTA), the Canal and River Trust (CRT). It is also based on an analysis of secondary data including local authority data, an assessment of online data regarding marinas, yards and the waterways in the study area, and visits to different parts of the waterways.
- 7.4 The consultation led to the following: an estimated number of authorised and unauthorised, residential and transit moorings; the number of occupied and vacant moorings; the characteristics of the boat dwellers; and the need for residential and transit moorings.

### Households on boats

- 7.5 The household size across the study area varied between 1 person and 5 persons with most boats occupied by 1 or 2 people. According to stakeholders and boat dwellers, very few boats within the study area are permanently occupied by families with children. The age of boat dwellers residing on residential moorings ranged from early twenties to

retirement age. Stakeholders stated that households with older children tend to seek accommodation in housing due to a lack of space and to better access health and education facilities.

- 7.6 Whilst most boats on local marinas are used for leisure purposes by households with residential accommodation elsewhere, some are being used as a form of permanent accommodation. An unconfirmed number of leisure cruisers are being occupied on a regular basis, including being used as accommodation during the week by people working in the local area, by students during term-time, and as alternative bed and breakfast facilities.
- 7.7 Boat dwellers derive from a broad range of social backgrounds with a wide range of professions, skills and interests. Some boat dwellers permanently live and work within the local area, particularly those residing on residential moorings and constant cruisers. Some boat dwellers have permanent residency elsewhere but work in the area and reside on a boat only during the working week. Similarly, some boat dwellers only access boats in the area for leisure purposes at weekends or during holidays.
- 7.8 Boats are increasingly being used as student accommodation. Some parents who may have previously purchased a house to accommodate their children whilst at university or college are purchasing boats as a more affordable option. A preferred option is narrow boats. However, some student boat dwellers do not reside on residential moorings and are continuously cruising.
- 7.9 Some boat dwellers are retired whilst others are unemployed. A small number of local boat dwellers have special needs including substance misuse issues, and / or experience mental health issues. There are also boat dwellers who previously resided in a house but are separated from partners and reside on boats due to a lack of alternative or affordable accommodation. This enables them continued access to their children and employment. There is an increasing number of people residing on boats as an alternative form of accommodation, which increases demand for moorings.

### **Accommodation needs**

- 7.10 Whilst many boat dwellers permanently reside on boats due to a desire to live an alternative lifestyle, some do so due to a lack of affordable accommodation. The cost of buying or renting housing in the study area was regarded by stakeholders as leading to boat dwelling as an affordable alternative. However, potential mooring locations are restricted by land ownership and/or are not suitable for development as new moorings e.g. limited access.
- 7.11 It is recommended that study area local authorities work closely with the Canal and River Trust (CRT), and organisations such as the National Bargee Traveller Association (NBTA),

and existing marinas to address accommodation need. This is particularly important in relation to the CRT who are planning to develop additional permanent and transit moorings in the study area.

### **Requirement for residential moorings 2020-2025**

7.12 There are 260 recorded permanent moorings within the study area (in South Derbyshire) which are currently in the process of being developed. [REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

7.14 This need does not include South Derbyshire, as there is sufficient provision in the local authority area to address need. However, this is dependent on the potential moorings that are in the process of being developed being available for residential moorings on a full calendar year basis (as per data held by the council). [REDACTED]

[REDACTED]

### **Requirement for residential moorings 2020-2040**

7.15 It is assumed that by 2025 vacant residential moorings will be occupied, potential moorings will have been developed and occupied, and any additional need has been met by new supply. This includes the shortfall in relation to vacancies where moorings are awaiting occupation / resale have been addressed.

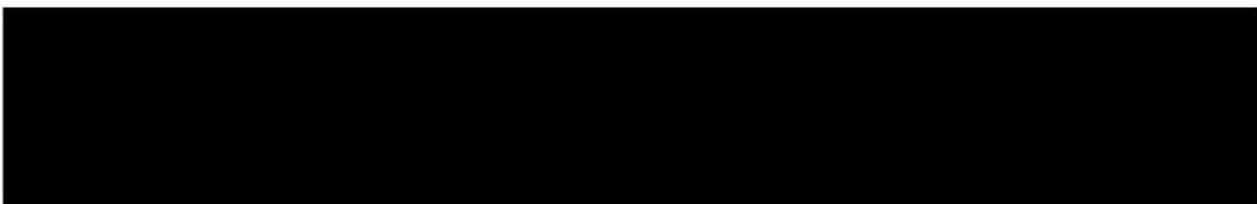
7.16 The residential boat dweller accommodation needs for the period 2025-2040 are determined by applying a mortality rate of 0.4% per annum (equating to 2% over a 5-year period), and a population growth rate of 0.6% per annum (equating to 3% over a 5-year period). This equates to a net population growth of 1% during each 5-year period.

7.17 The residential moorings accommodation needs for the period 2025-2040 are shown in Table 7.1 below. Boat dwellers tend to have a lower mortality rate and smaller household size compared to Gypsy and Traveller households. As such, the household formation rate is lower.



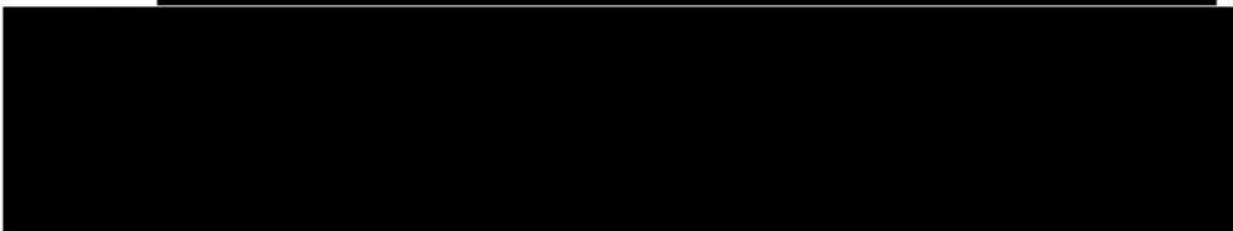
### Requirements for transit moorings: 2020-2040

7.18

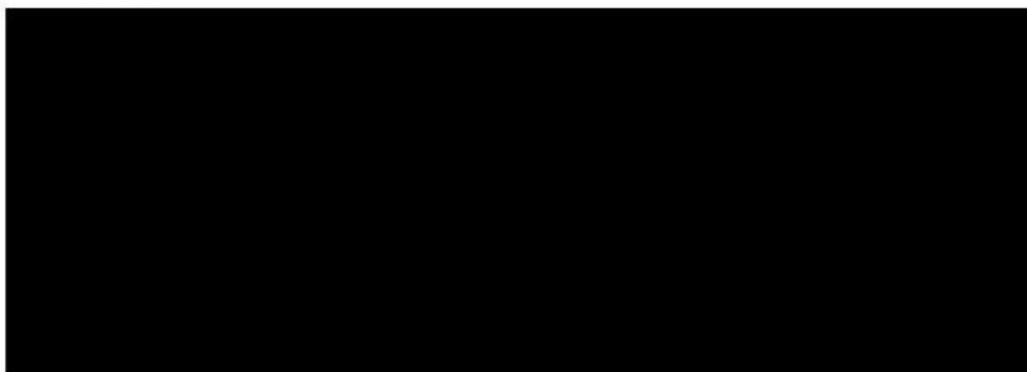


### Summary

7.19 It is estimated that there are over [redacted] boat dweller households residing on their boats in the study area without an authorised permanent mooring. This is a combination of those who choose to be constant cruisers and those who would prefer a permanent authorised mooring. From this it is estimated that there is a need for [redacted] additional permanent moorings. [redacted]



### Study Area



## 8. Residential Caravan Dwellers

### Introduction

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

### Methodology

- 8.2 This methodology is similar to that previously used by *RRR Consultancy* to undertake Residential Caravan Accommodation Assessments on behalf of Norwich, South Norfolk, North Norfolk, Broadlands, Broads Authority and Great Yarmouth (2016), and Broads Authority and Great Yarmouth (2021).
- 8.3 Statistical data was provided by each of the authorities regarding the number of caravan pitches and sites, and holiday and mixed-use data in each local authority area. The local authority also provided addresses for sites and desk-based research confirmed contact details for the sites. Attempts were made to contact identified sites to confirm number of residential pitches with permission, occupied, vacant and potential.
- 8.4 Each local authority provided data on known locations. Not all data was complete and not all data confirmed the number of pitches that were licenced and had planning consent for permanent residential use. It was subsequently analysed and checked against online data, other council data, and through consultation with site managers and key stakeholders. Not all sites consulted have permanent pitches or people who permanently reside in caravans on sites. However, some sites without permanent residential pitches acknowledged that there are occupants who reside on site for 12 months of the year even when the pitch is not for permanent use.

### Existing Supply

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

8.6 Table 8.1 shows the number of authorised residential caravan pitches within each local authority area.

Table 8.1: Residential caravan sites and pitches in the study area		
Local authority	sites	pitches
[REDACTED]	[REDACTED]	[REDACTED]
South Derbyshire	6	176

Source: GTAA 2023

### Calculation of Accommodation Need

8.7 Given that the requirement to determine the accommodation needs of residential non-Gypsy or Traveller caravan dwellers was only recently introduced by the DCLG Draft Guidance on Housing Needs (Caravans and Houseboats) (March 2016), there is no established method to determine need. The need for permanent residential pitches in the local authority area is based on the model suggested in DCLG (2007)<sup>26</sup> guidance and consultation with stakeholders.

8.8 Whilst this guidance relates specifically to assessing needs for Gypsy and Traveller accommodation, it is considered appropriate for assessing needs for residential caravan dwellers (please note that residential caravan sites with more permanent structures are often referred to as 'mobile home parks').

8.9 The PPTS definition does not apply to accommodation need for residential caravan dwellers, as non-Gypsy and Traveller caravan dwellers primarily do not travel in their caravans, and a substantial proportion of the caravans they occupy are static caravans unable to move. Also, it should be acknowledged households may reside in residential caravans due to a 'lifestyle' choice or as an affordable alternative to residing in bricks and mortar accommodation.

---

<sup>26</sup> Although the guidance was withdrawn in December 2016 it remains useful as a model for determining accommodation need.

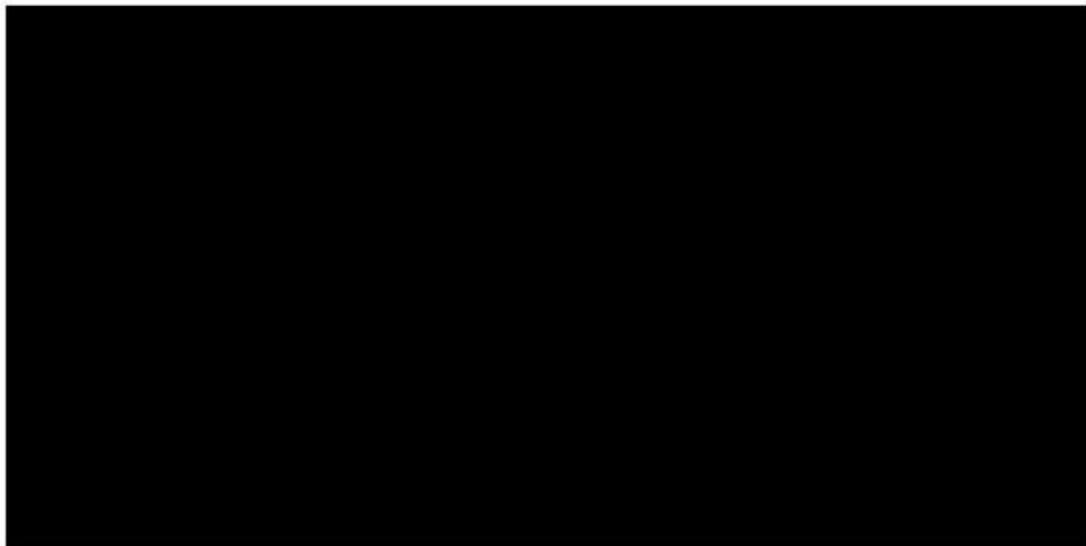
## Requirement for Residential Pitches 2020-2025

8.10 The levels of supply and need were based on an estimation of the following:

- Number of mobile park homes / sites in the local authority area
- Total number of mobile home/park home units in the local authority area
- Number of current and potential vacant pitches
- Level of demand
- Whether these are the main residence of the occupiers or secondary/holiday accommodation

8.11 It has not been possible to determine the proportions of private rented or owner-occupied pitches, or to determine levels of affordability. It is important to note that whilst residing in a caravan is primarily a lifestyle choice for most people who opt for this form of accommodation, there are some residing in caravans due to financial issues and being unable to afford an alternative.

8.12 The following illustrates how the consultation and the other methods discussed above, have resulted in an estimated requirement for a further [REDACTED] residential caravan pitches for the period 2020 to 2025. It is based on all known residential occupancy and does not include those pitches occupied as second or holiday homes.



## Supply of residential caravan pitches 2020-2025

### ***Step 1: Current occupied permanent residential pitches***

8.13 Based on information provided by the local authority and corroborated by information from consultation there are currently [REDACTED] authorised residential caravan pitches within the local authority area.

**Step 2: Number of unused permanent residential pitches available**

8.14 From stakeholder consultation it is [REDACTED]

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

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

**Step 4: Permanent residential pitches planned to be built or brought back into use, 2020-2025**

8.16 This can include residential pitches which have been partly developed, never developed, or which were previously occupied but are now vacant and in need of redevelopment. This results in a supply of [REDACTED] additional pitches.

**Need for residential caravan pitches 2020-2025**

**Step 5: Seeking permanent permission from temporary residential pitches**

8.17 This is determined by local authority data. It is assumed families residing on residential pitches whose planning permission expires within the period 2020-2025 will still require accommodation within the local authority area. There are currently [REDACTED] pitches with temporary planning permission located in the area.

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

8.18 Previous studies undertaken by *RRR Consultancy* and stakeholder consultation in relation to this study have shown a demand for around 10% of total supply over a 5-year period equating to a need of [REDACTED] additional residential caravan pitches.

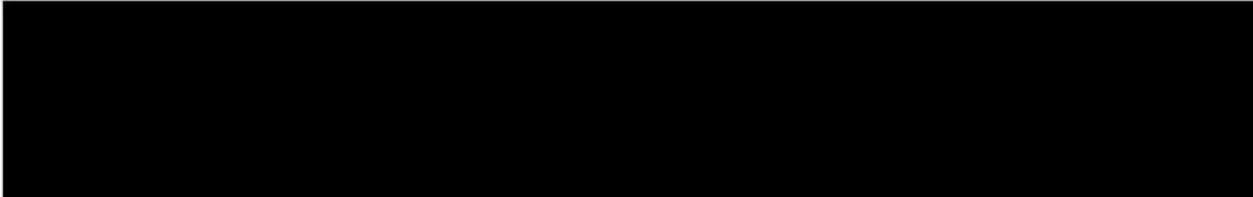
**Balance of Need and Supply**

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

[REDACTED]

**Requirement for residential pitches 2025-2040**

8.20 [REDACTED]



- 8.21 Please note that the 2020 base figures include both authorised occupied and vacant residential pitches, whilst the 2025 base figures assume that any potential pitches have been developed.
- 8.22 The residential caravan accommodation needs for the period 2025-2040 are determined by applying a mortality rate of 0.4% per annum (equating to 2% over a 5-year period), and a population growth rate of 0.6% per annum (equating to 3% over a 5-year period). This equates to a net population growth of 1% during each 5-year period.
- 8.23 The residential caravan accommodation needs for the period 2025-2040 are shown in Table 8.4 below:



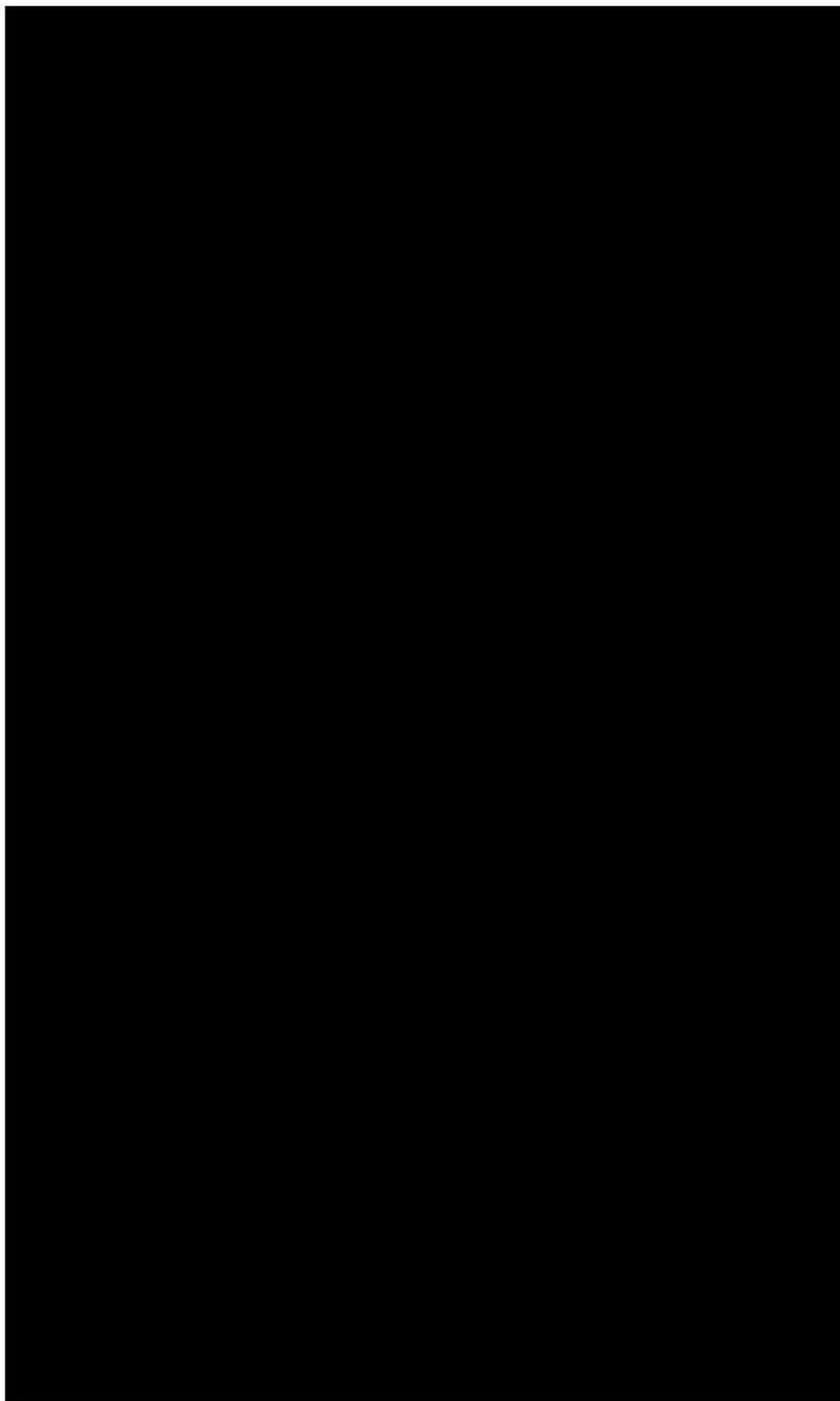
**Summary**

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

**Study Area**



Source: GTAA 2023



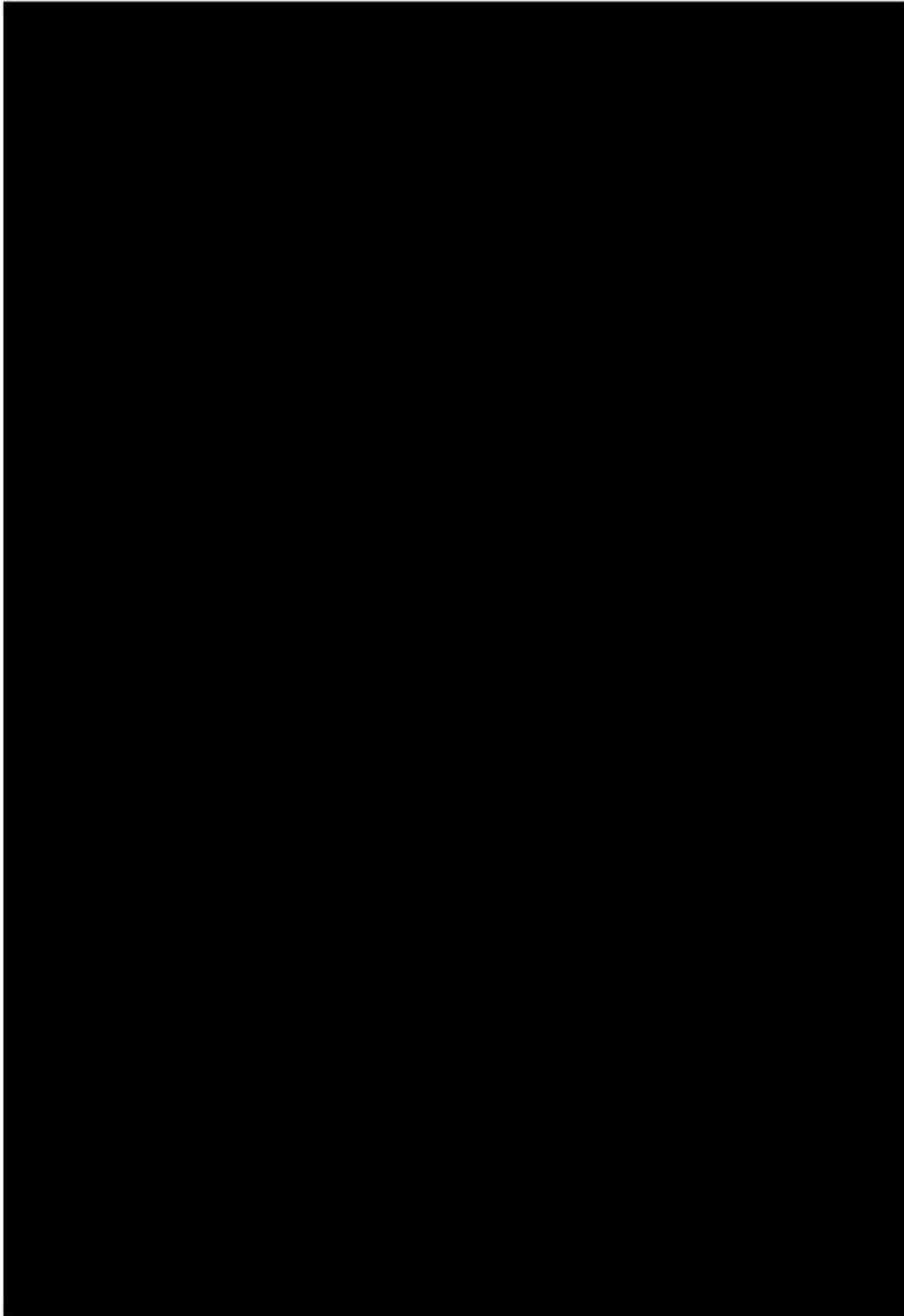
**South Derbyshire**

Table 8.15: Summary of accommodation needs 2020-40

Period	Pitches
2020-25	5
2025-30	3
2030-35	3
2035-40	3
<b>2020-40</b>	<b>14</b>

Source: GTAA 2023

## 9. Conclusion and recommendations

### Introduction

- 9.1 This final chapter draws conclusions from the evidence. It then makes a series of recommendations relating to meeting the identified need for new provision, facilities, and recording and monitoring processes.
- 9.2 The chapter begins by presenting an overview of the policy changes, followed by a review of the accommodation needs of Gypsies and Travellers, Travelling Showpeople, and boat dwellers, and concludes with key recommendations.
- 9.3 The accommodation needs calculations undertaken as part of this GTAA were based on analysis of both secondary data and primary consultation with Gypsies, Travellers, Travelling Showpeople, boat dwellers, and key stakeholders. The consultation was undertaken in a Covid-19 safe manner i.e. it followed government guidance and restrictions. However, this meant that consultation with households was delayed and some consultation was undertaken using remote methods e.g. over the telephone.

### Policy Changes

- 9.4 In August 2015 the DCLG published 'Planning Policy for Traveller Sites' (including Travelling Showpeople yards). 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."*

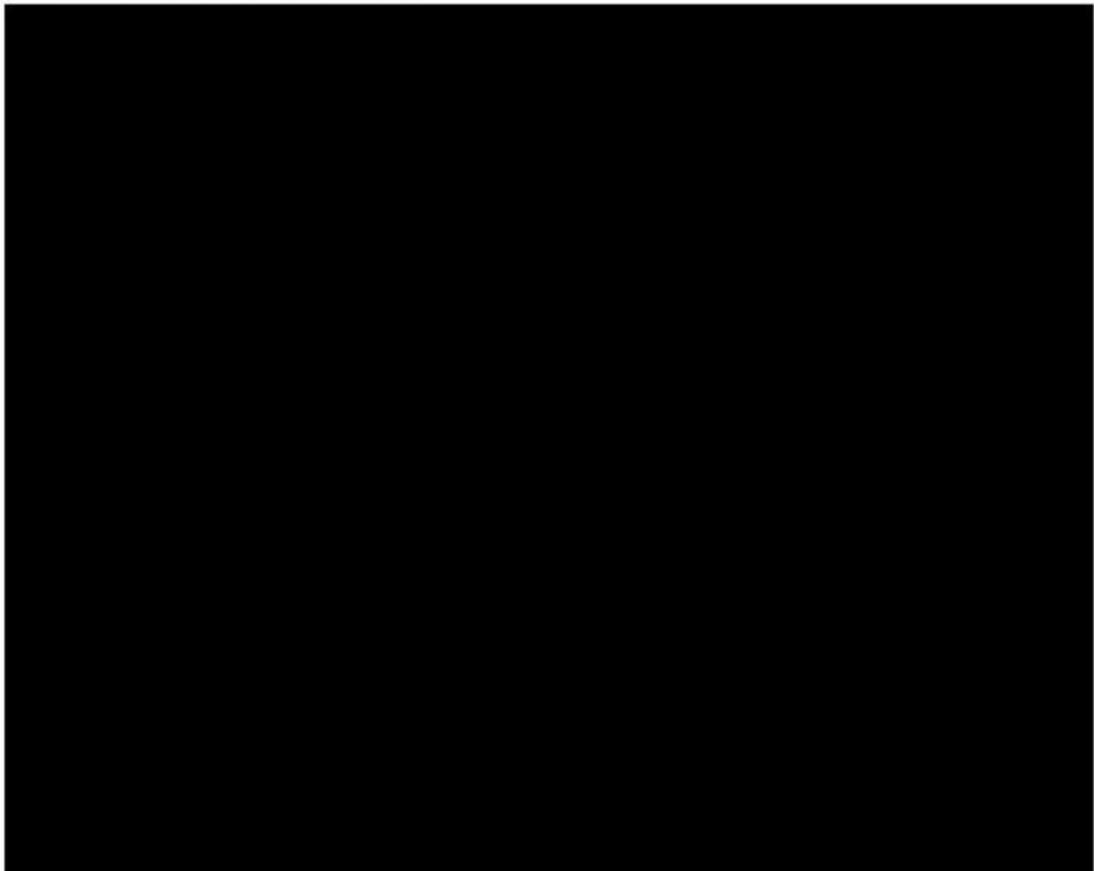
- 9.5 In determining whether persons are "Gypsies and Travellers" for the purposes of this planning policy, consideration should be given to the following issues amongst other relevant matters:
  - a) whether they previously led a nomadic habit of life
  - b) the reasons for ceasing their nomadic habit 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.
- 9.6 In March 2016 the then Department for 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

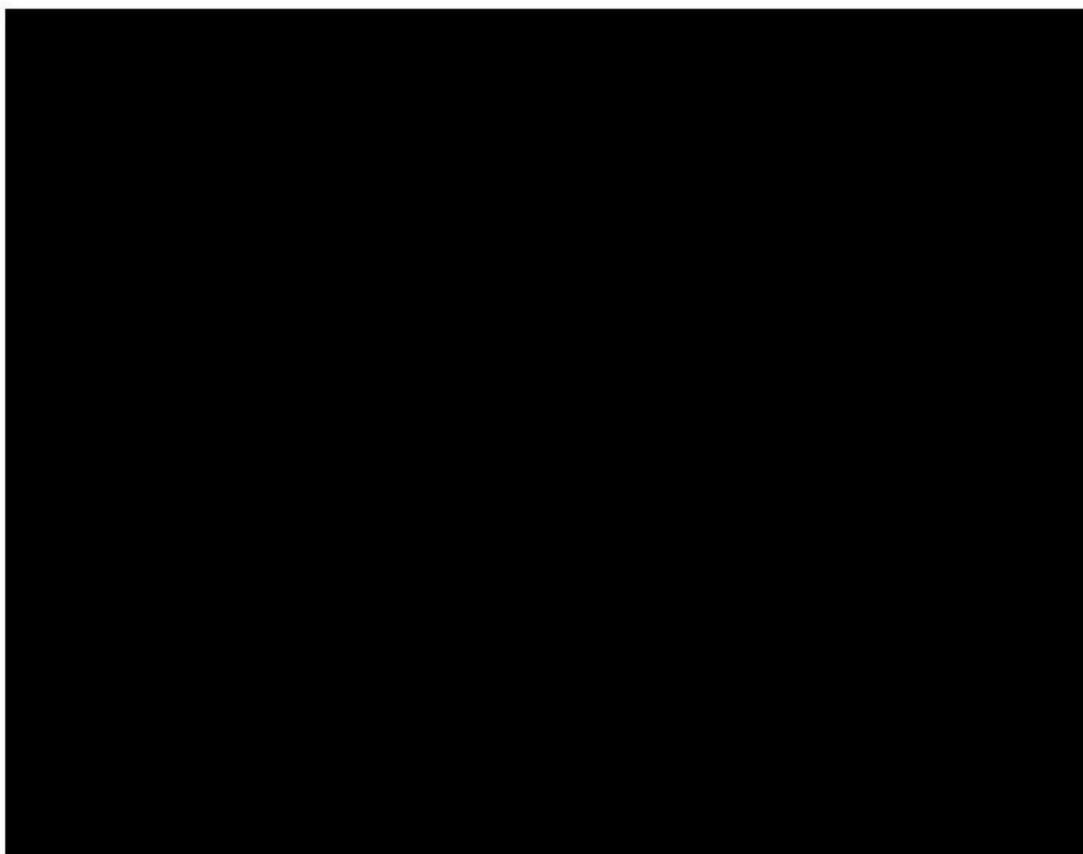
caravans and houseboats local authorities will need to include the needs of a variety of residents in differing circumstances including, for example, caravan and houseboat dwelling households, and households residing in bricks and mortar accommodation.

- 9.7 The Housing and Planning Act, which gained Royal Assent on 12 May 2016, deletes sections 225 and 226 of the Housing Act 2004, which previously identified 'gypsies and travellers' as requiring specific assessment for their accommodation needs when carrying out reviews of housing needs. Instead, the Act amends section 8 of the Housing Act 1985 governing the assessment of accommodation needs to include all people residing in or resorting to the area in caravans or houseboats. However, for planning purposes, as noted above, the DCLG Planning Policy for Traveller Sites (August 2015) still requires local authorities to identify the accommodation needs of Gypsies, Travellers and Travelling Showpeople.

### **Accommodation needs**

- 9.8 The following outlines the accommodation needs for each of the community groups for the Local Plan period of 2020 to 2040.





### **The location of new provision**

- 9.9 There is a general consensus that smaller sites are preferred by Gypsy and Travellers due to better management and maintenance of provision and security. Ongoing monitoring of provision and vacant provisions should be undertaken by the local authorities alongside discussions with different community groups, to ensure that any additional need that may arise is identified.
- 9.10 Ensuring that new provisions are located in a safe environment is important although the impact of land costs on determining feasibility must also be considered. The settled community neighbouring sites or yards should also be involved in consultations. In relation to Showpeople, the accommodation need on one yard could be met by the family purchasing adjoining land to develop additional plots.
- 9.11 In terms of identifying broad locations for new permanent sites, there are a number of factors which could be considered including:

#### *Costs*

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

### *Social*

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

### *Availability*

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

### *Deliverability*

- Does the proposed location meet existing general planning policy in terms of residential use, (for example in relation to Green Belt, flooding and the historic environment)?
- Can the owner sell the land easily and quickly?
- Can utilities connect to the proposed provision?
- Can highways connect to the proposed provision?

9.12 Considering the evidence gathered throughout the GTAA, it is likely that the key factors determining new provision are:

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

9.13 It is important that new provisions are located close to amenities such as shops, schools and health facilities or where there are good transport links or within reasonable distance for households to access the necessary facilities and amenities. DCLG (2015) guidance suggests that local planning authorities should strictly limit new Gypsy and Traveller site development in the open countryside that is away from existing settlements or outside areas allocated in the development plan. Local planning authorities should ensure that sites in rural areas do not dominate the nearest settled community and avoid placing an undue pressure on the local infrastructure. As stated in Chapter 2, the study area local

authority Local Plan policies contain locational criteria to help determine suitable locations for the development of new sites or yards.

- 9.14 The DCLG (2015) guidance states that when considering applications, local planning authorities should attach weight to the following matters:
- a. effective use of previously developed (brownfield), untidy or derelict land
  - b. sites being well planned or soft landscaped in such a way as to positively enhance the environment and increase its openness
  - c. promoting opportunities for healthy lifestyles, such as ensuring adequate landscaping and play areas for children
  - d. not enclosing a site with so much hard landscaping, high walls or fences, that the impression may be given that the site and its occupants are deliberately isolated from the rest of the community

## **The size of new provision**

### ***Gypsy and Traveller pitches***

- 9.15 DCLG (2008)<sup>27</sup> 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.
- 9.16 Based on DCLG guidance, it can be determined that a pitch of approximately 325 square metres would take into account all minimum separation distance guidance between caravans and pitch boundaries as stipulated in guidance and safety regulations for caravan development. A pitch size of at least 500 square metres (0.05ha) would comfortably accommodate the following on-pitch facilities:
- Hard standing for a touring caravan (enabling households to travel)
  - Hard standing for a static caravan (including double static trailers)
  - 2 car parking spaces
  - 1 amenity block
  - Hard standing for storage shed and drying
  - Garden/amenity area

---

<sup>27</sup> Please note that this publication was withdrawn in September 2015.

- 9.17 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 it is shown on plans as 1 pitch. However, this would need to be recorded for future monitoring.

### ***Showpeople plots***

- 9.18 In relation to Showpeople, new plots need to not only accommodate living space (similar to the above in relation to Gypsies and Travellers), but also space for work equipment. New plots need to accommodate structures and / or caravans designed for living quarters sufficient to accommodate the household and meet their specific requirements, and space away from the living quarters for storage and maintenance of work equipment and vehicles and domestic vehicles i.e. family car(s). Due to the need for both accommodation space and space for storage and maintenance of very large equipment, the size and space required for a Showpeople plot needs to be much larger than a standard Gypsy and Traveller pitch.

### ***Boat Dweller Moorings***

- 9.19 New provision for boat dwellers is required for permanent moorings with sufficient space and time allowed to moor for transient use. Both permanent moorings and moorings for transit use require access to necessary provisions and services, be located in safe locations with good access by emergency services. It is recommended that the councils work closely with representative organisations such as the CRT, CCT, and NBTA to ensure that any provision meets guidance (e.g. CRT 2017<sup>28</sup>). The Broads Authority have provided guidance in relation to the design of new moorings<sup>29</sup>.

### ***Residential Caravan pitches***

- 9.20 According to the [then] Department for Communities and Local Government (DCLG) (2008), the residential site caravan design guidance<sup>30</sup> should be applied with due regard to the particular circumstances of each case, including the physical character of the site, any facilities or services that may already be available within convenient reach and other local conditions. The boundaries of the caravan site from any adjoining land shall be clearly marked by a manmade or natural feature. No caravan or combustible structure shall be positioned within 3 metres of the boundary of the site. Every caravan must, where practicable, be spaced at a distance of no less than 6 metres (the separation distance)

---

<sup>28</sup> See: <https://canalrivertrust.org.uk/media/original/32800-planning-for-waterways-in-neighbourhood-plans.pdf>

<sup>29</sup> See: <https://www.broads-authority.gov.uk/planning/planning-permission/broads-planning-guides/mooring-design-guide/practical-considerations>

<sup>30</sup> CLG, Model Standards for Caravan Sites in England, 2008.

from any other caravan which is occupied as a separate residence. No caravan shall be stationed within 2 metres of any road or communal car park within the site or more than 50 metres from such a road within the site. The density of caravans on a site shall be determined in accordance with relevant health and safety standards and fire risk assessments.

## Transit provision

- 9.21 Whist recognising that there are ■■■ transit pitches within the study area, it is recommended that the local authorities set up a negotiated stopping places policy to address transit provision. This is land temporarily used as authorised short-term (less than 28 days) stopping places. They may not require planning permission if they are in use for fewer than 28 days in a year. The requirements for emergency stopping places reflect the fact that the site will only be used for a proportion of the year and that individual households will normally only stay on the agreed location for a few days. Amenities such as portaloos and showers (or access to alternative nearby facilities) and skips or wheelie bins should ideally be made available for the duration of the agreed period.
- 9.22 Agreements could be made with households residing on sites and allowing visiting family and friends to stay for agreed periods of time. This would lead to fewer unauthorised encampments which adversely impact on the local community.
- 9.23 If and where possible, it is recommended that local authorities, either on an individual or collective basis, consider the development of transit sites.

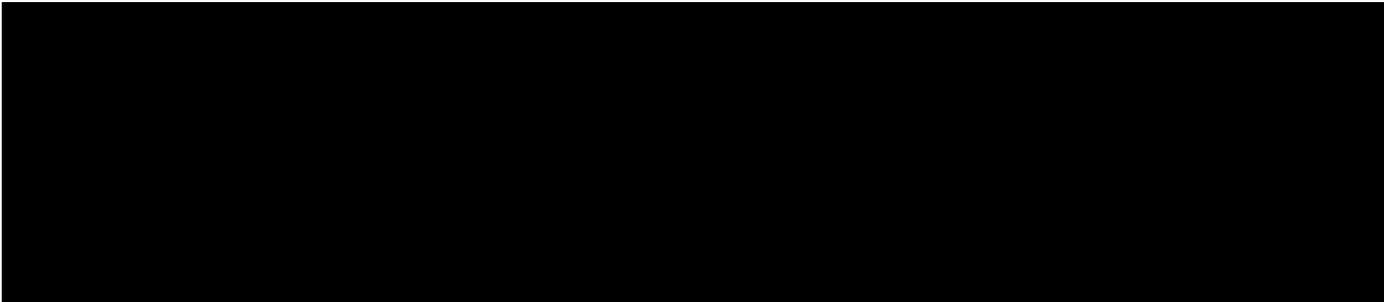
## Summary

- 9.24 There is a need of ■■■ pitches in relation to households who meet the PPTS definition i.e. who have not permanently ceased to travel, and an accommodation need of a further ■■■ pitches in relation to households *who do not meet* the PPTS definition but who are ethnically recognised as Gypsies and Travellers. This means that ■■■ households with accommodation needs travel, whilst an additional ■■■ pitches are required by households who have ceased to travel. Please note that annual pitch and plot needs relate to financial years i.e. 1 April to 31 March.
- 9.25 There is also a need for ■■■ additional Travelling Showpeople plots during the same period, ■■■ residential caravan pitches and ■■■ permanent moorings. It is recommended that the councils have a corporate policy in place to address negotiated stopping places for small-scale transient Gypsy and Traveller encampments, and that they work with neighbouring authorities to determine the location and size of new transit provision.
- 9.26 It is recommended that each study area local planning authority determines for itself which of the accommodation needs figures in relation to Gypsies and Travellers it chooses to prioritise in its Local Plan. This GTAA recommends adopting the 'ethnic' definition accommodation needs figures i.e. meeting the accommodation needs of all

households who ethnically identify as Gypsies and Travellers. This will not only demonstrate knowledge of the overall accommodation need of all Gypsies and Travellers, but also how the accommodation needs in relation to households not meeting the PPTS definition are being addressed.

9.27 Alternatively, the local authorities may adopt the 'PPTS 2015' definition accommodation needs figures with the difference between the PPTS 2015 figures and Ethnic' definition being an additional need that the council(s) may choose to meet. This means that the local authorities would firstly meet the need of [REDACTED] ([REDACTED] within the first 5 years) as the obligation but accept the need of a further [REDACTED] [REDACTED] within the first five years) as potential needs in the area if further applications are brought forward through windfalls. It is important to note that this only refers to Gypsies and Travellers and not Travelling Showpeople.

9.28 It is also recommended that the local planning authorities incorporate into their local plans a criteria-based policy which takes into consideration any planning applications that might materialise over the plan period from households not considered by this assessment. This could include households residing on unauthorised developments not included in this assessment, unauthorised encampments, due to in-migration, and those residing in bricks and mortar accommodation. This accommodation needs should be considered separate to the needs identified below and could be met through windfall applications.



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

*Accommodation needs:*

- In relation to Gypsies and Travellers and Travelling Showpeople it is recommended that the local authorities work closely with the families to determine how their accommodation needs can best be met.
- Also, for the local planning authorities to provide pre-planning application advice to households who have identified land to help determine if it is suitable to address accommodation need.
- In order to meet the accommodation needs of Travelling Showpeople it is also recommended that the local authorities work closely with yard owners to determine how the proposed land that they have already identified, and other potential land could meet their current and future accommodation needs.

- Dependent upon meeting planning requirements, it is recommended that the local authorities review the sites and yards with temporary permission and consider making them permanent, and to review the unauthorised sites and yards and consider them gaining permanent status.

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

*Planning policy:*

- Implement corporate policy to provide negotiated stopping arrangements to address unauthorised encampments for set periods of time at agreed locations.
- To liaise with owners of the sites and yards to determine how they could expand the number of pitches to meet the family's accommodation needs.
- To consider how the accommodation needs can be met by expanding existing provision and/or providing new sites and yards.
- To consider alternative options for developing new sites and yards such as sites developed on a cooperative basis, shared ownership, or small sites owned by a local authority, but rented to families for their own use.
- To consider alternative site funding mechanisms such as: site acquisition funds; loans for private site provision through Community Development Financial Institutions; and joint ventures with members of the Gypsy and Traveller, Showpeople and boat dweller communities.
- Prior to action being taken against a site which is being used without planning permission, the local authority, in partnership with the landowner, occupants and relevant agencies (e.g. Showmen's Guild and National Federation of Gypsy Liaison Groups), to review its current, historic and potential planning status.
- To consider safeguarding Gypsy, Traveller and Travelling sites and Showpeople yards with permanent planning permission for their current use unless it can be demonstrated that they are no longer required to meet accommodation needs.
- The population size and demographics of the Gypsy, Traveller, Travelling Showpeople and boat dweller communities can change rapidly. As such, their accommodation needs should be reviewed every 5 to 7 years.

*Management:*

- Housing organisations need to consider the type of housing allocated to Gypsies and Travellers residing in bricks and mortar in order to minimise the psychological aversion and feelings of isolation.
- Develop a holistic vision for their work on Gypsies and Travellers and embed it in Community and Homelessness Strategies, Local Plans and planning and reporting obligations under the Equality Act 2010.
- Provide training and workshop sessions with local authority and service provider employees (and elected members) to help them to further understand issues relating to the Gypsy, Traveller, and Travelling Showpeople communities.

- In liaison with relevant enforcement agencies such as the police to develop a common approach to dealing with unauthorised encampments.
- Encourage local housing authorities to include Gypsy and Traveller categories on ethnic monitoring forms to improve data on population numbers, particularly in housing.
- Better sharing of information between agencies in relation to Gypsy and Traveller, Travelling Showpeople and boat dweller communities.

# Bibliography

Amber Valley Local Plan Part 1 Core Strategy Submission Version (December 2013).

Bolsover Local Plan (March 2020).

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

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

Chesterfield Borough Local Plan (December 2018).

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

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

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

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

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

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

Derby City Local Plan - Part 1 (Core Strategy) (January 2017).

Derbyshire Dales Local Plan (December 2017).

East Staffordshire Local Plan 2012-2031 (October 2015).

High Peak Local Plan (April 2016).

House of Commons Hansard, 10 September 2018, Volume 646 columns 565-580 located at: <https://hansard.parliament.uk/commons/2018-09-10/debates/68763C76-2B43-4E6C-8DC0-0420571EDB95/GypsiesAndTravellers>

House of Commons Library, *Gypsies and Travellers: Planning Provisions*, Briefing Paper 07005, 19 December 2019.

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

Ministry of Housing, Communities and Local Government (MHCLG), *January 2020 Traveller Caravan Count*, 11 June 2020.

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

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

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

North East Derbyshire Local Plan (adopted 29 November 2021).

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

Peak District National Park Authority Core Strategy Development Plan (October 2011).

Ryder, A, Acton, T, Cemlyn, S, Cleemput, P, Greenfields, M, Richardson, J and Smith, D. (2011) *A Big or Divided Society? Final Recommendations and Report of the Panel Review into the Impact of the Localism Bill and Coalition Government Policy on Gypsies and Travellers*. London: Travellers Aid Trust.

South Derbyshire District Council Local Plan Part 1 (June 2016).

# 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 residing on sites to take into account that caravans or mobile homes may contain both bedroom and residing spaces used for sleeping. The number of spaces for each accommodation unit is divided by two to provide an equivalent number of bedrooms. Accommodation needs were then determined by comparing the number (and age) of family members with the number of bedroom spaces available.

## **Bricks and mortar accommodation**

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

## **Caravan**

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

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

## **Concealed household**

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

## **Doubling up**

More than one family unit sharing a single pitch.

**Emergency stopping places**

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

**Family Owner Occupied Gypsy Site**

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

**Family unit**

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

**Gypsy**

Member of 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, whilst Scottish Gypsies were recognised in Scotland as an ethnic group in 2008.

**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 residing 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**

Distinct from Gypsies but sharing a nomadic tradition, Irish Travellers were recognised as an ethnic group in England in 2000.

## **Local Authority Sites**

The majority of pitches on local authority owned or managed sites are designed for permanent residential use. The latest published Traveller Caravan Count undertaken in July 2021 suggests that there are a total of 4,319 permanent local authority and private registered provider pitches capable of housing 6,993 caravans.

## **Local Development Documents (LDD)**

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

## **Negotiated Stopping**

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

## **Net need**

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

## **New Traveller (formerly 'New Age Traveller')**

Members of the settled community who have chosen a nomadic or semi-nomadic lifestyle. The first wave of New Travellers began in the 1980s and were associated with youth culture and 'new age' ideals. They now comprise a diverse range of people who seek an alternative lifestyle for differing reasons including personal or political convictions. Economic activities include making hand-made goods that are sold at fairs.

## **Newly forming families**

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

**Overcrowding**

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

**Permanent residential site**

A site intended for long-stay use by residents. 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**

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

**Secondary data**

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

**Settled community**

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

**Site**

An area of land laid out and/or used for Gypsy and Traveller caravans for residential occupation, which can be authorised (have planning permission) or unauthorised. Sites can be self-owned by a

Gypsy and Traveller resident, or rented from a private or social landlord. Sites vary in type and size and can range from one-caravan private family sites on Gypsies' and Travellers' own land, through to large local authority sites. Authorised private sites (those with planning permission) can be small, family-run, or larger, privately-owned rented sites.

### **Socially rented site**

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

### **Tolerated**

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

### **Transit site/pitch**

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

### **Travelling Showpeople**

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

### **Unauthorised development**

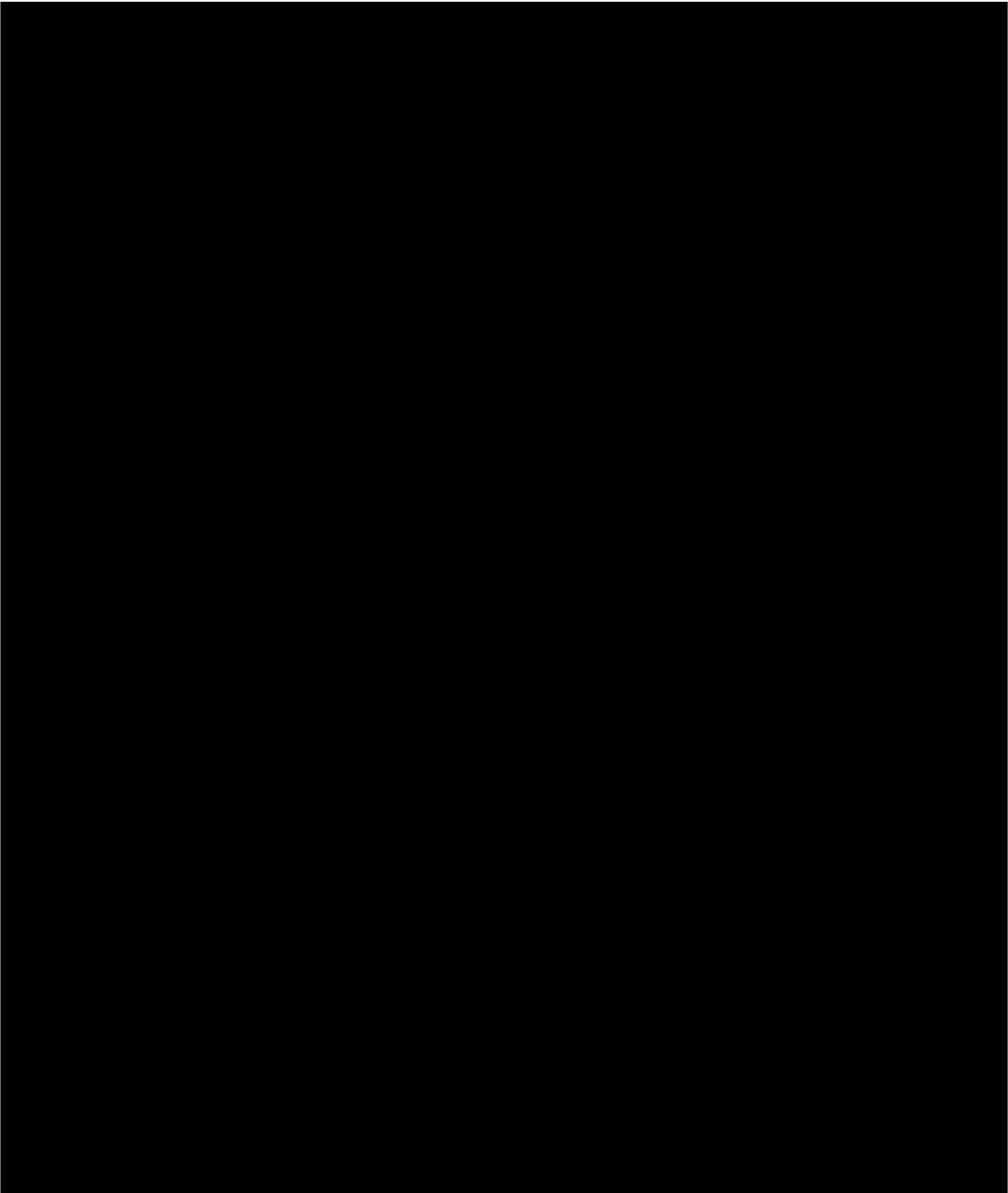
Unauthorised developments include situations where the land is owned by the occupier, or the occupier has the consent of the owner (e.g. is tolerated /no trespass has occurred), but where relevant planning permission has not been granted.

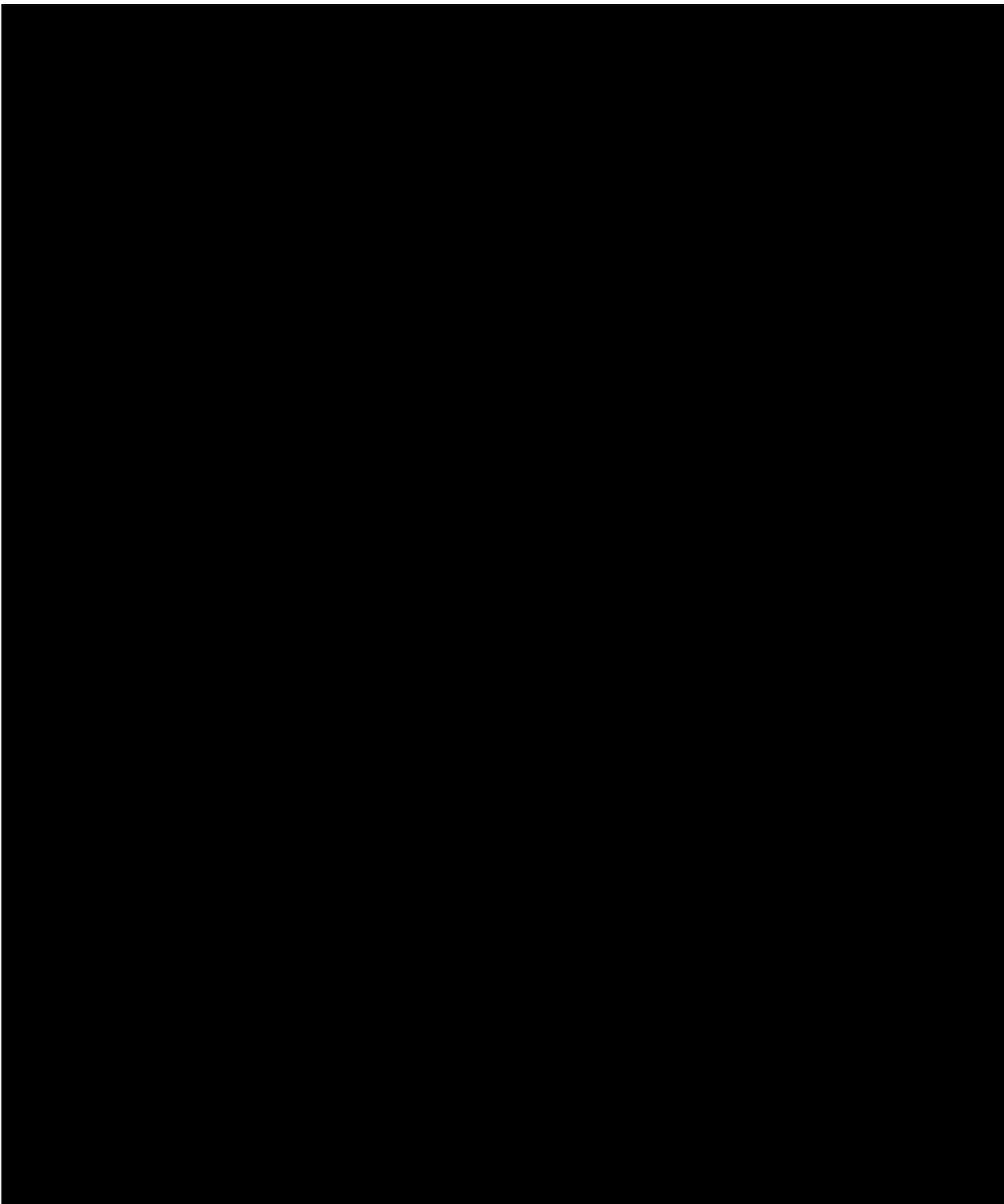
### **Unauthorised encampment**

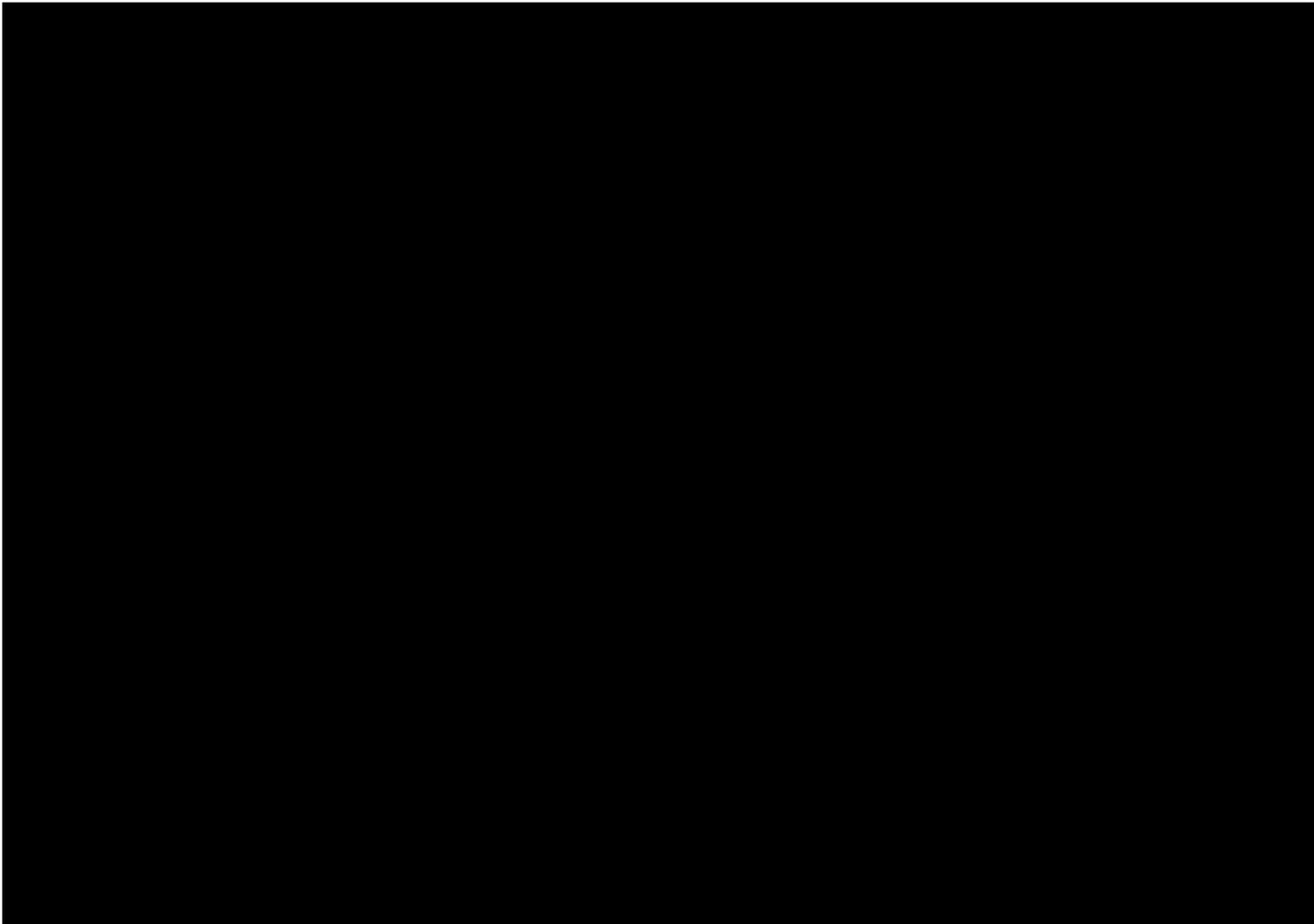
Unauthorised encampments include situations where the land is not owned by the occupier, the land is being occupied without the owner's consent, and as such a trespass has occurred. An encampment can include one or more vehicles, caravans or trailers.

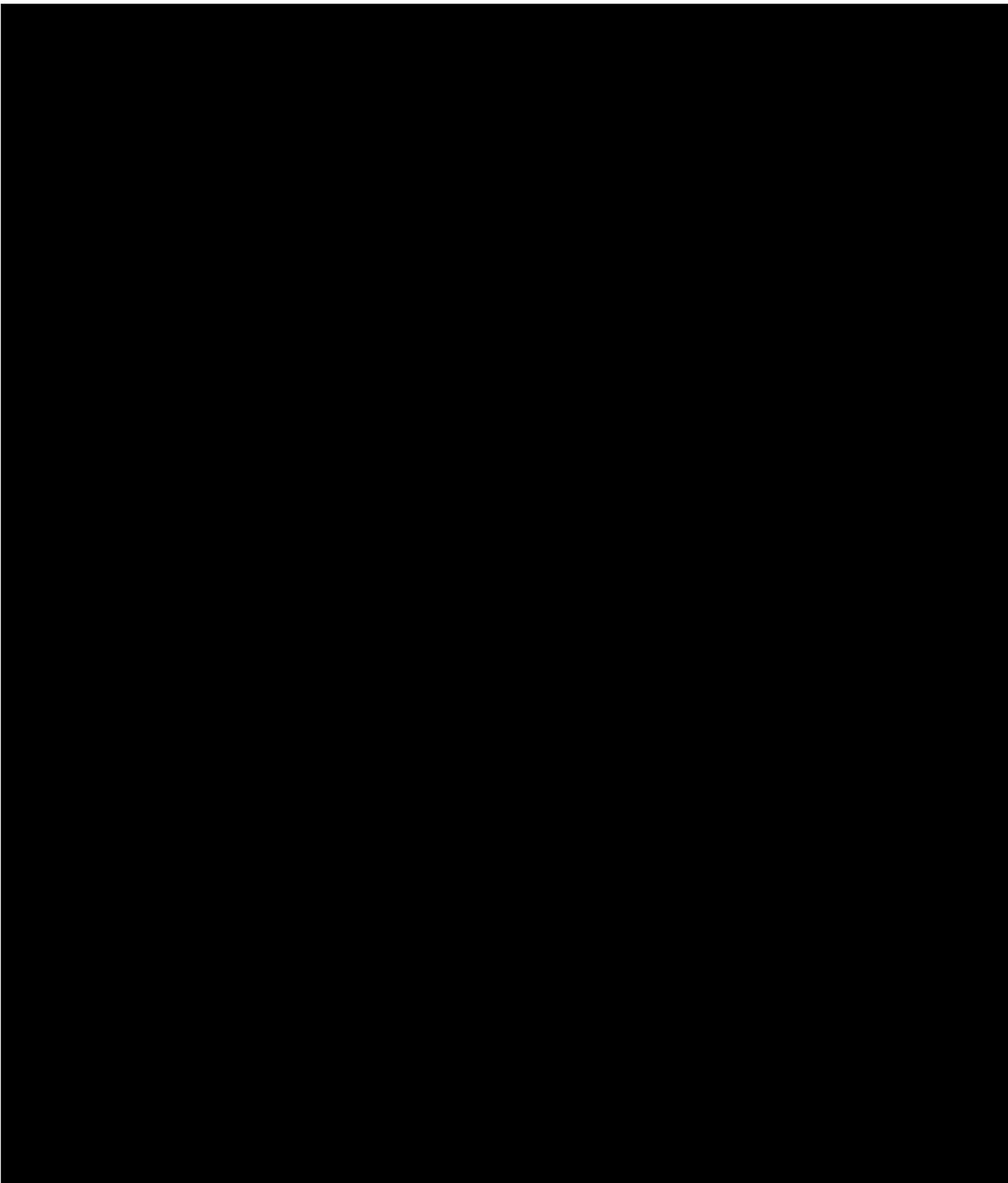
### **Unauthorised site**

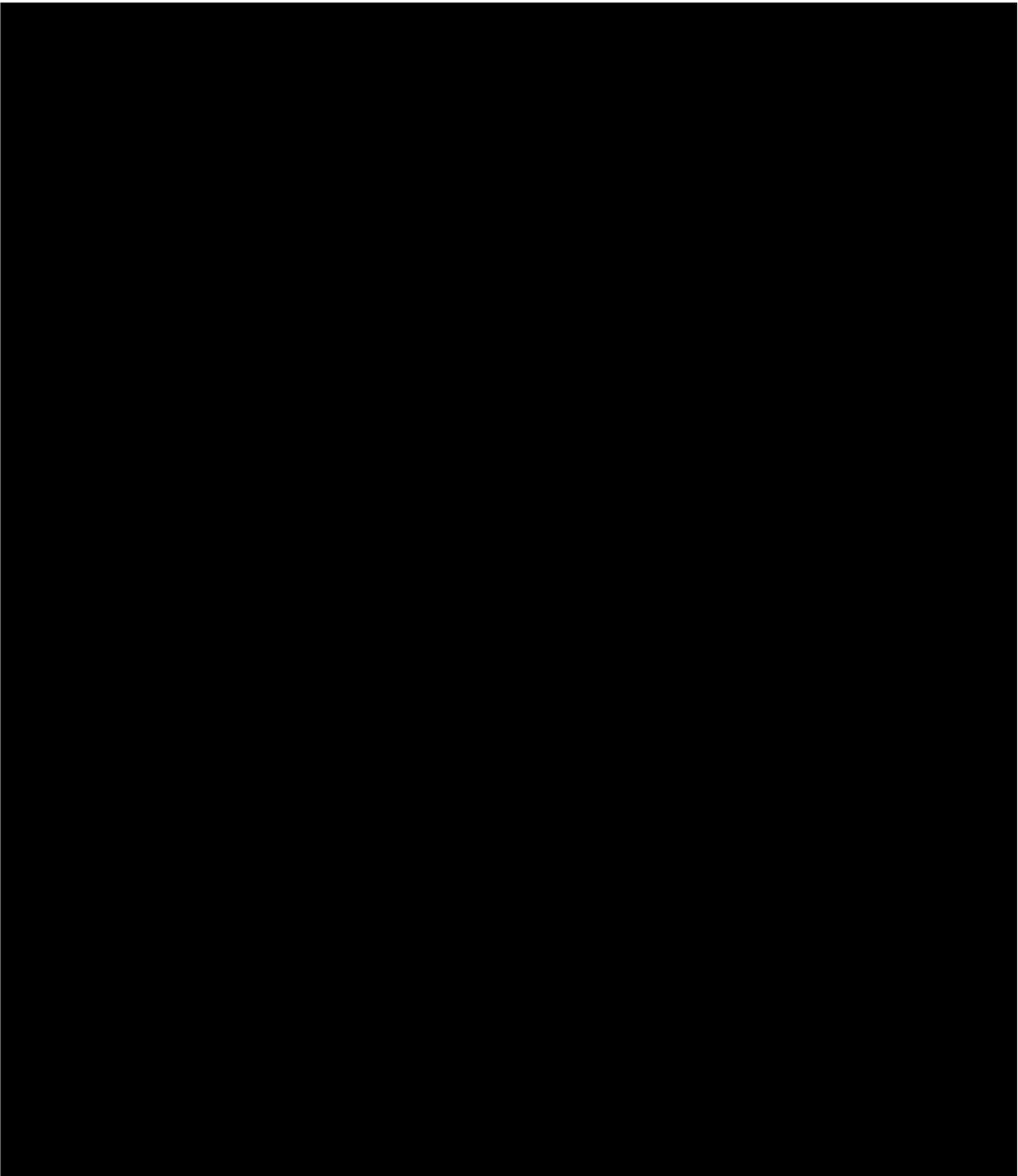
Land occupied by Gypsies and Travellers without the appropriate planning or other permissions. The term includes both unauthorised development and unauthorised encampment.

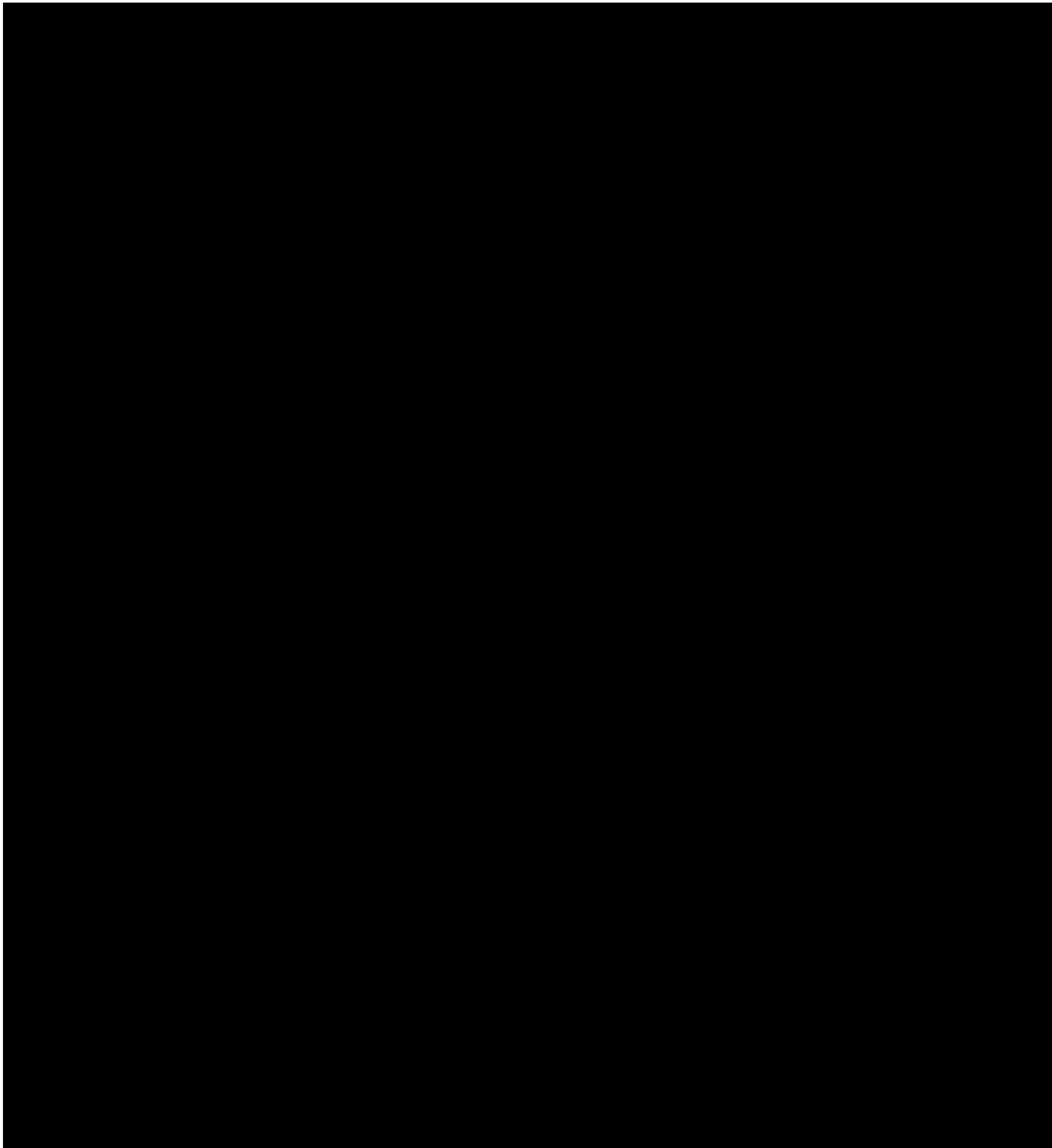




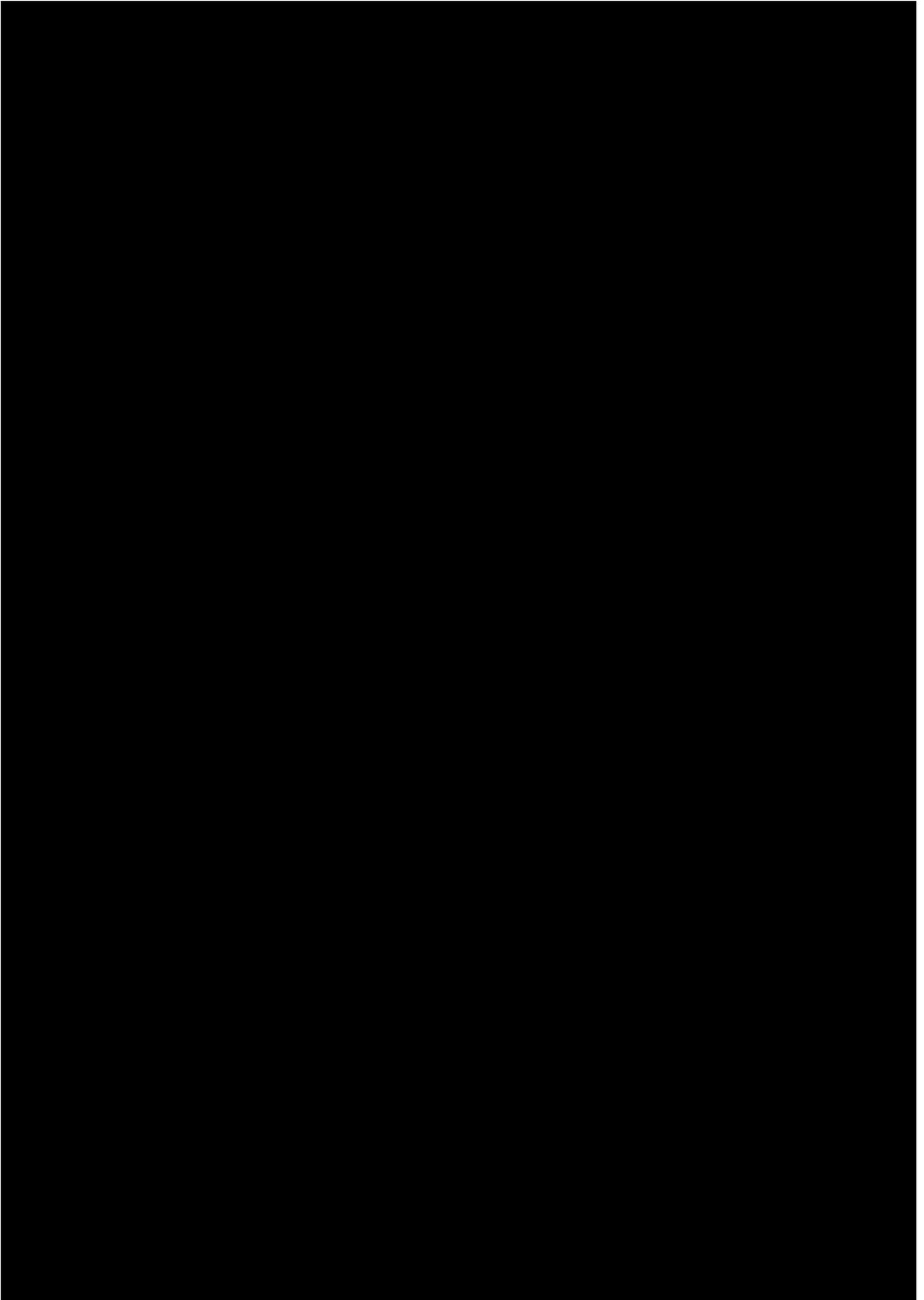


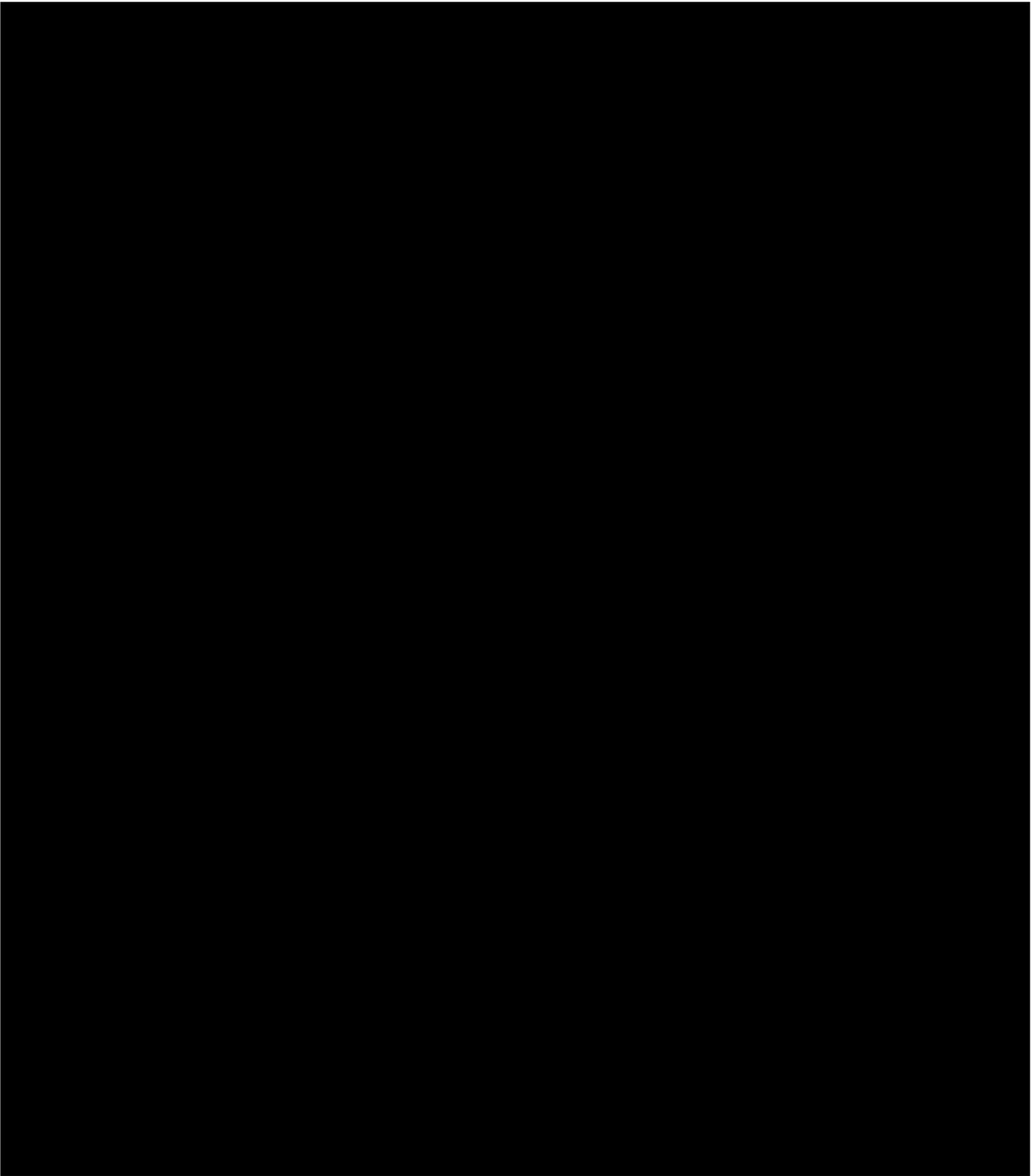


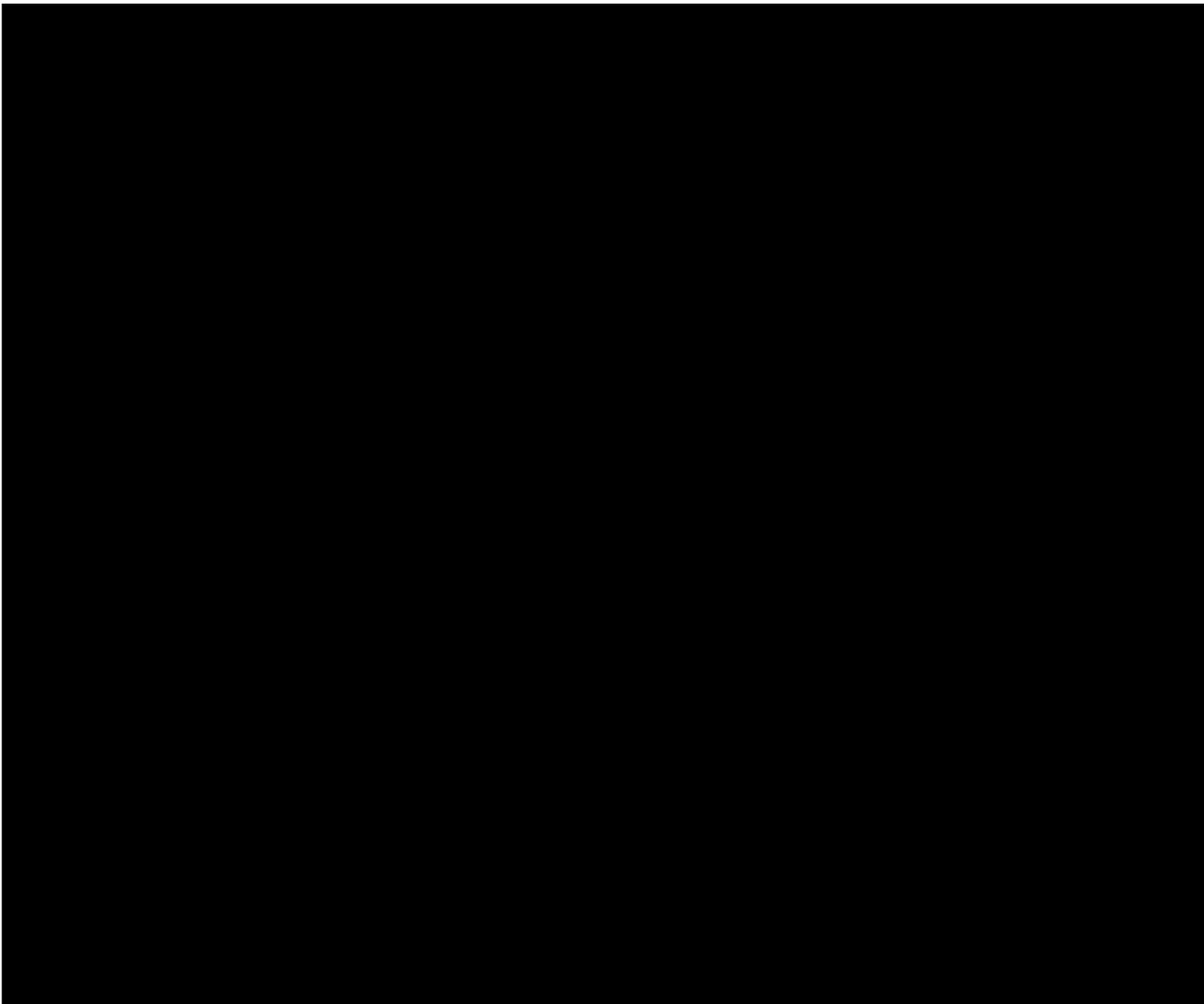


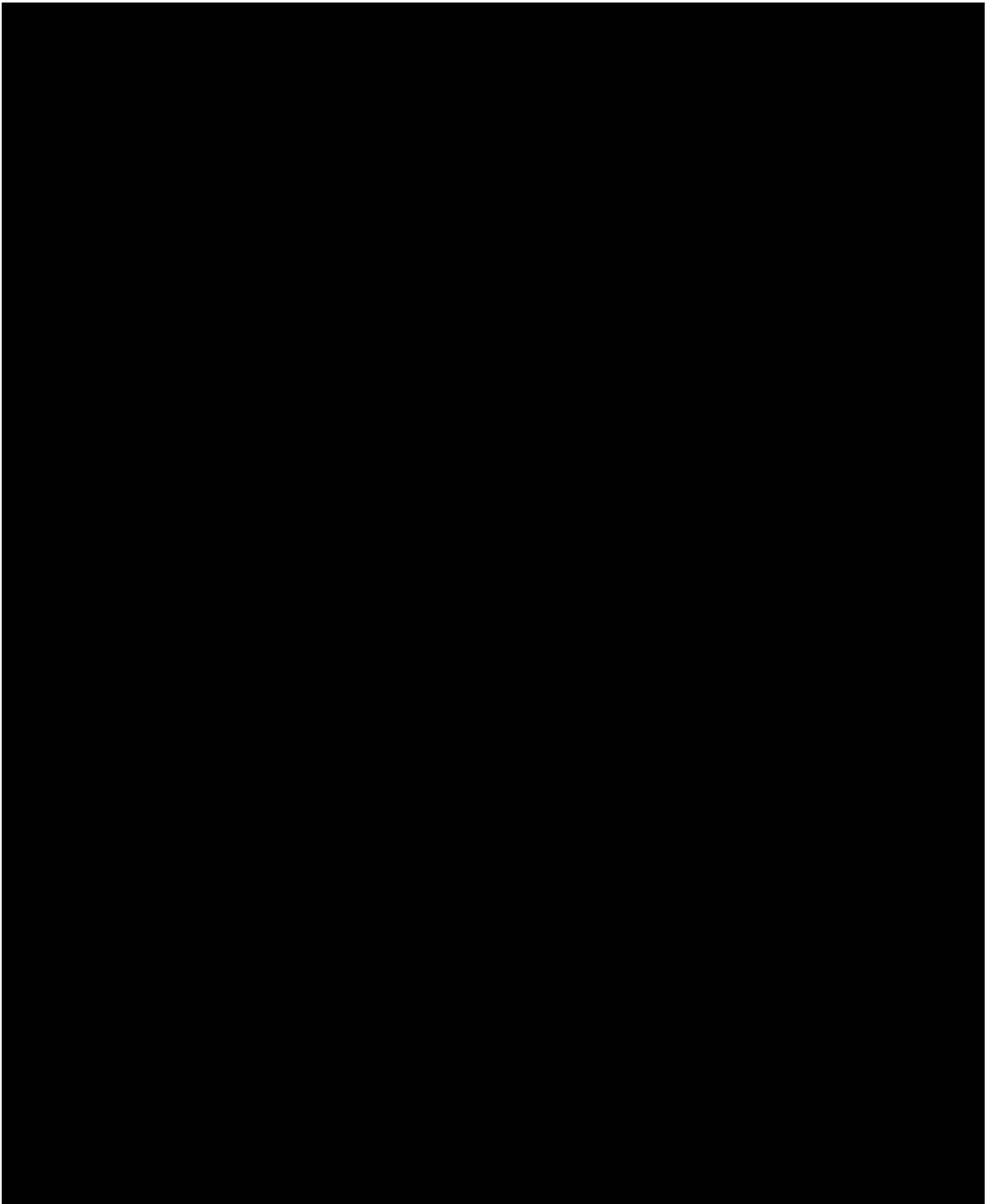


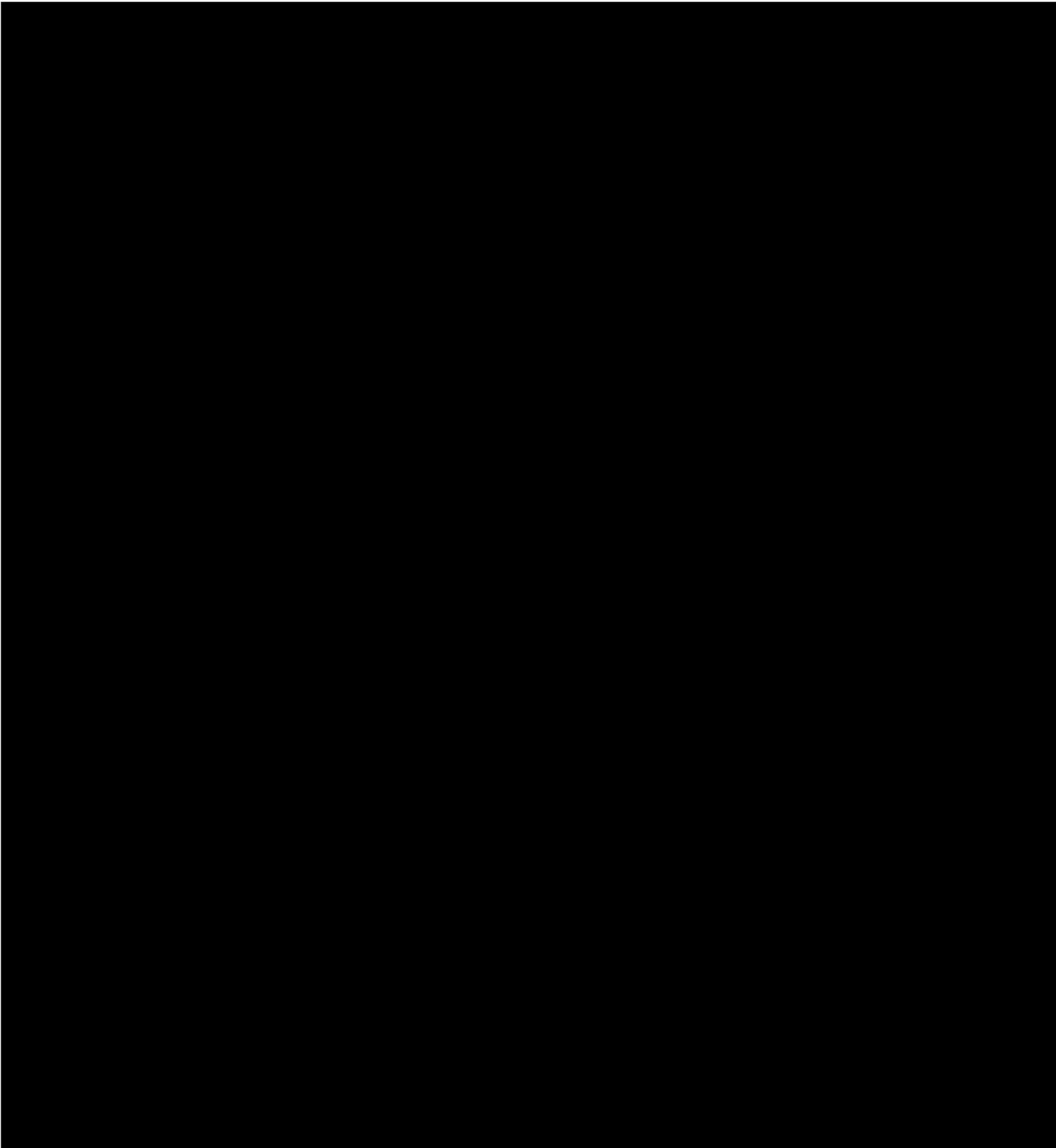




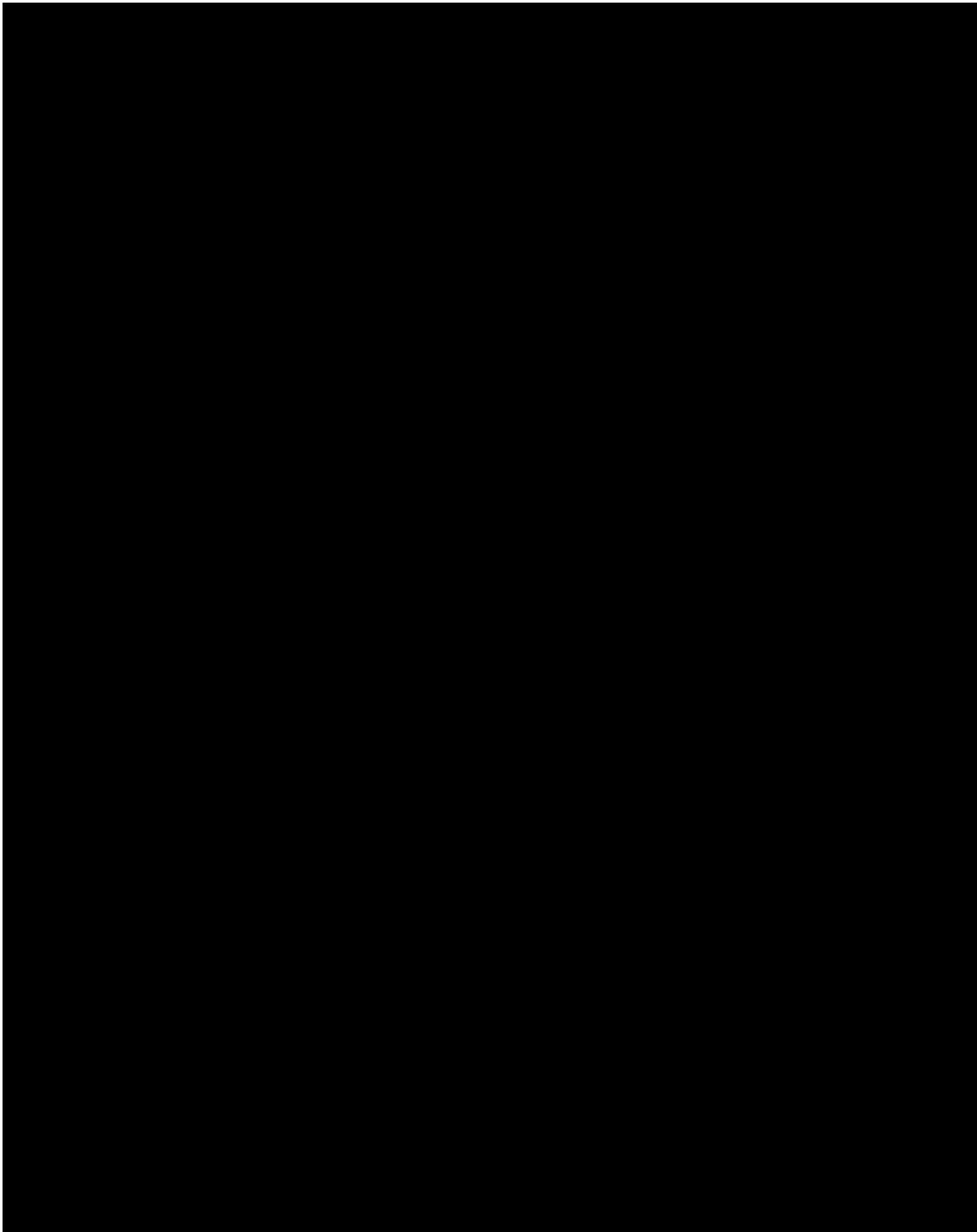


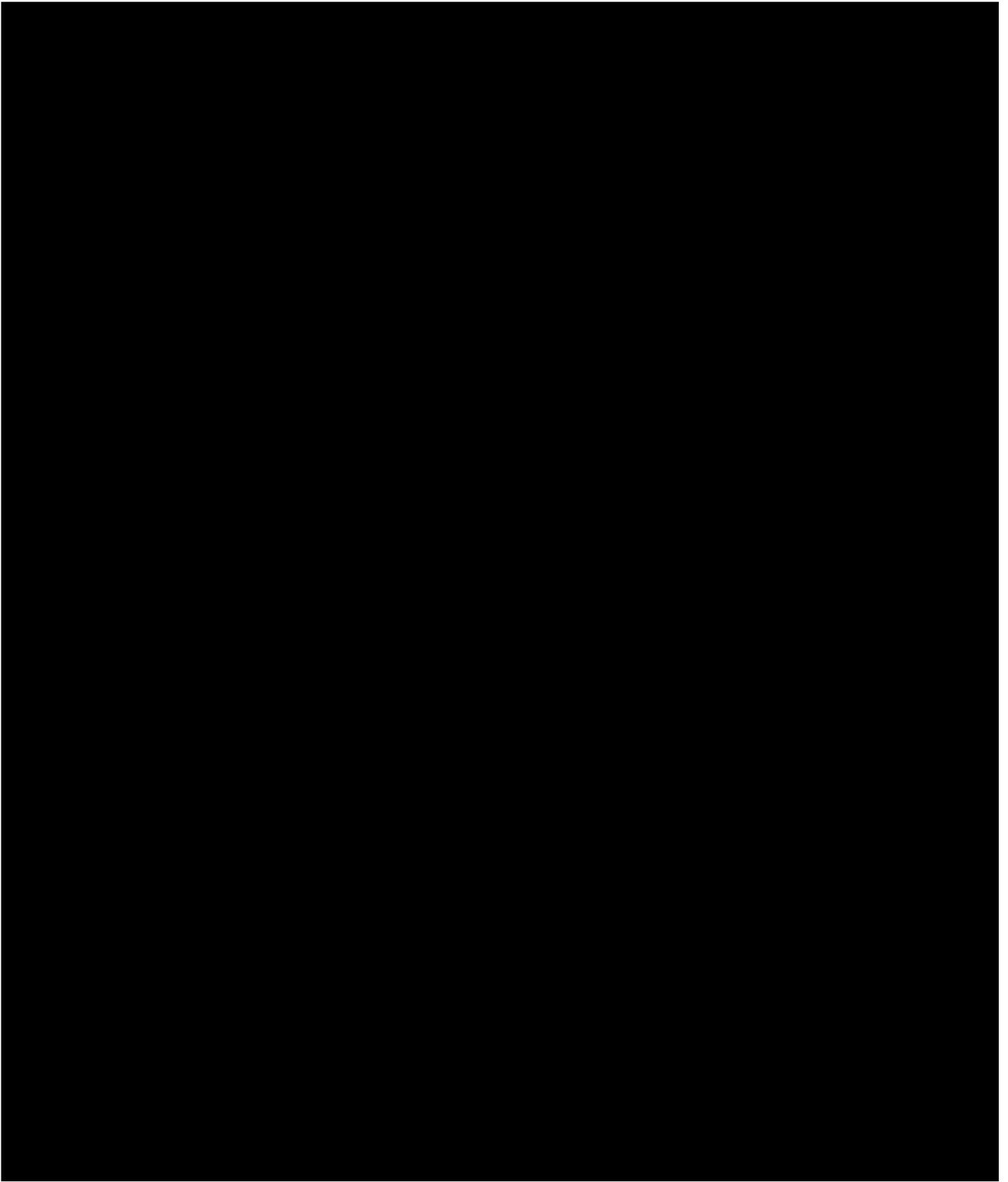


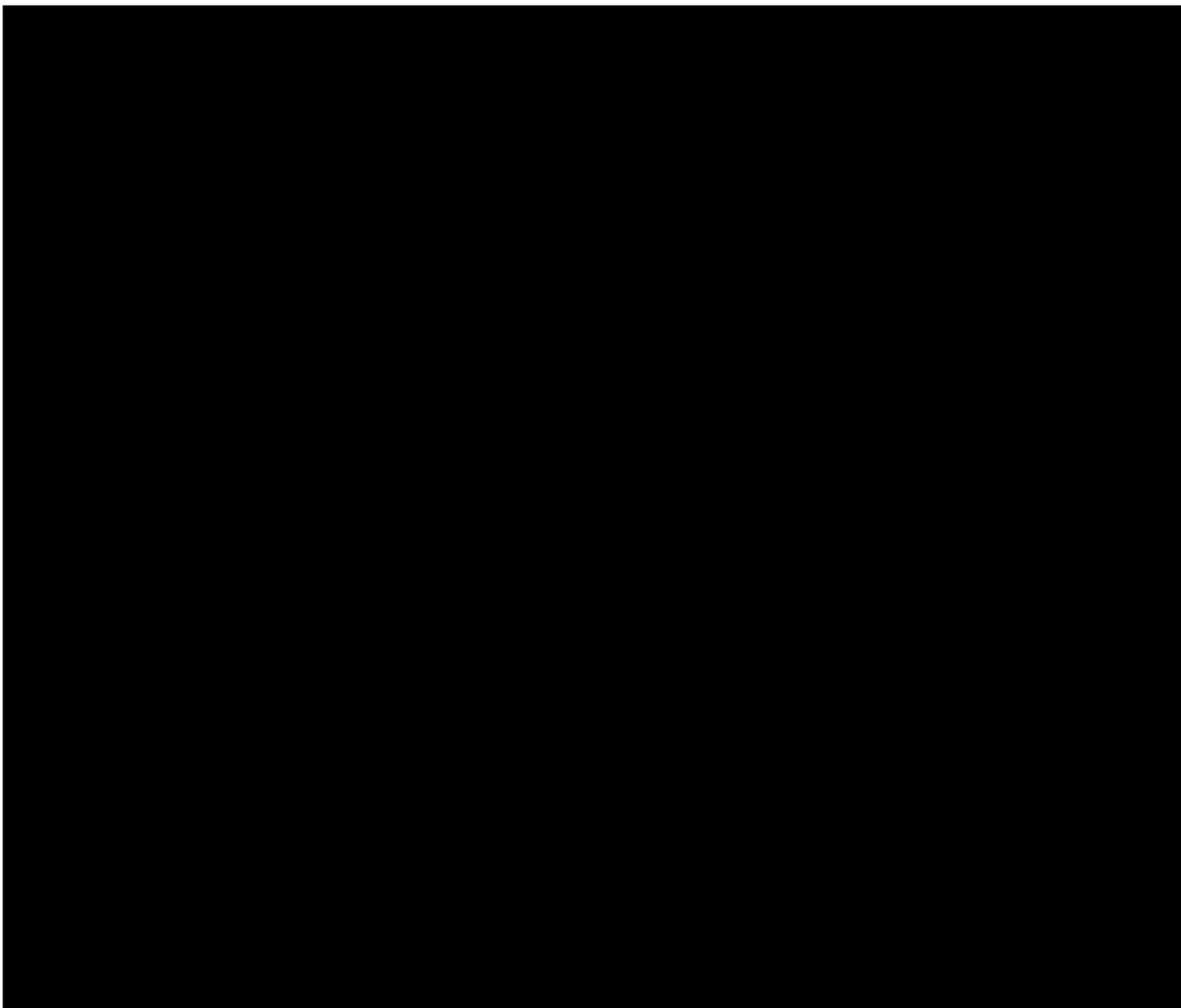


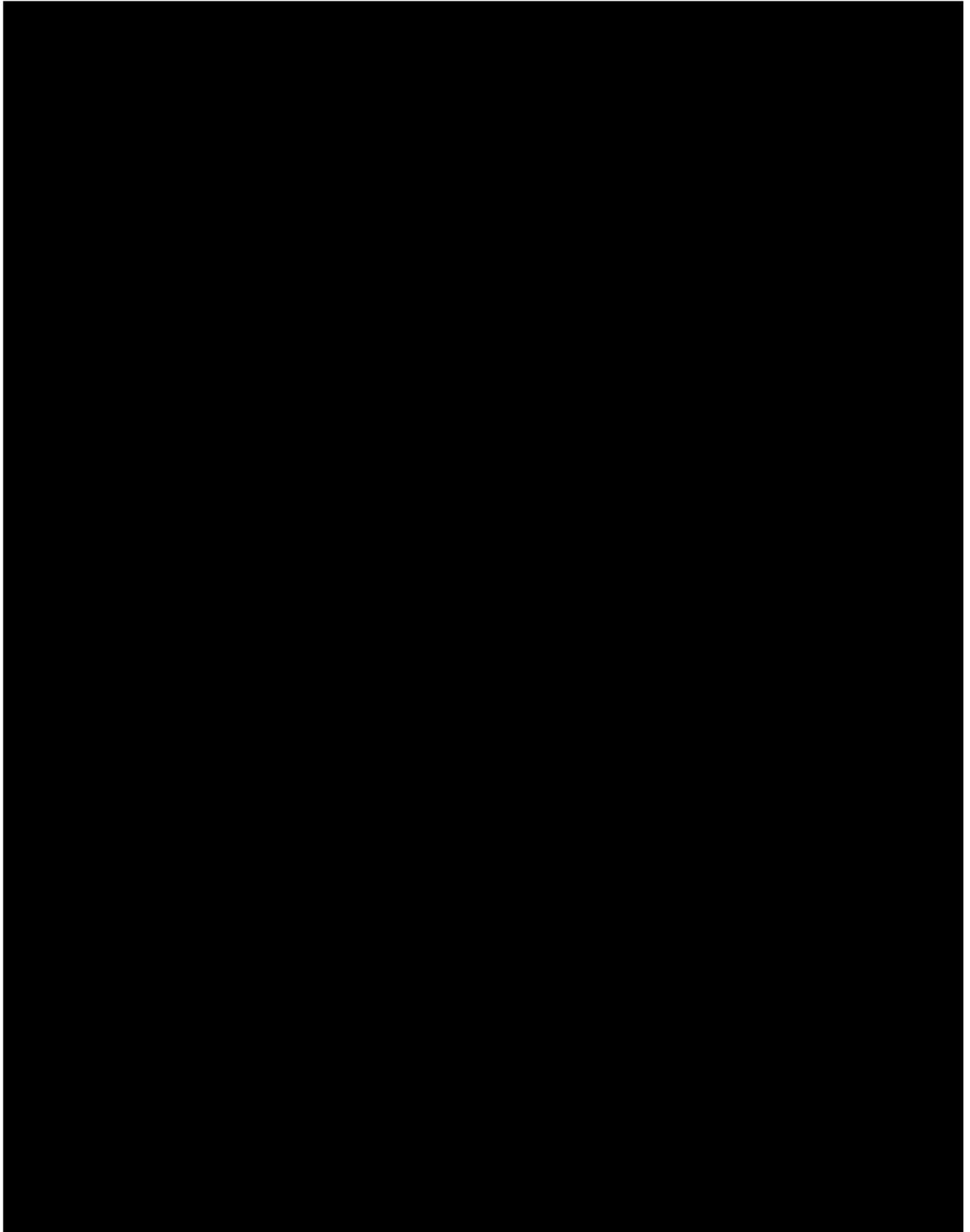


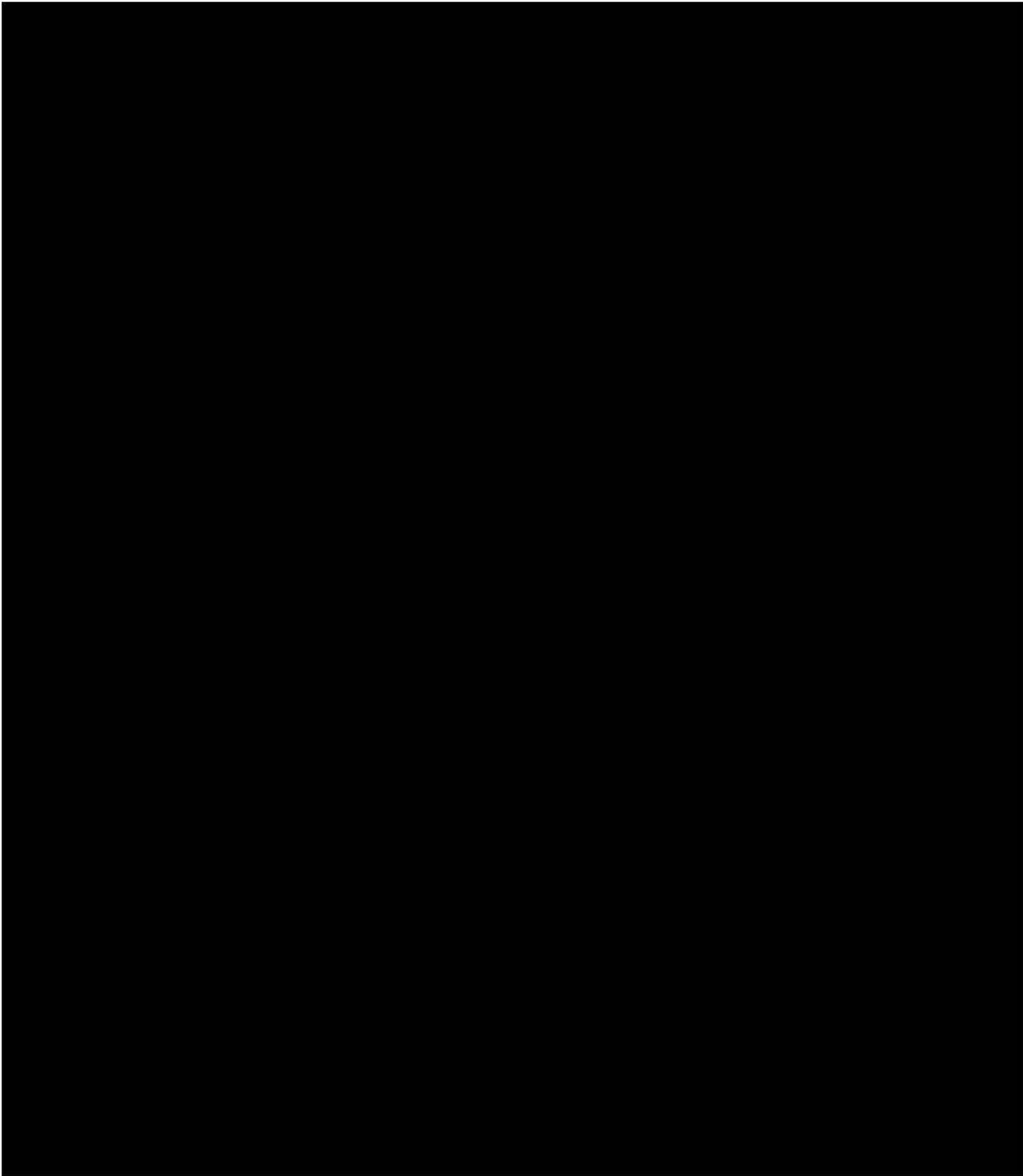


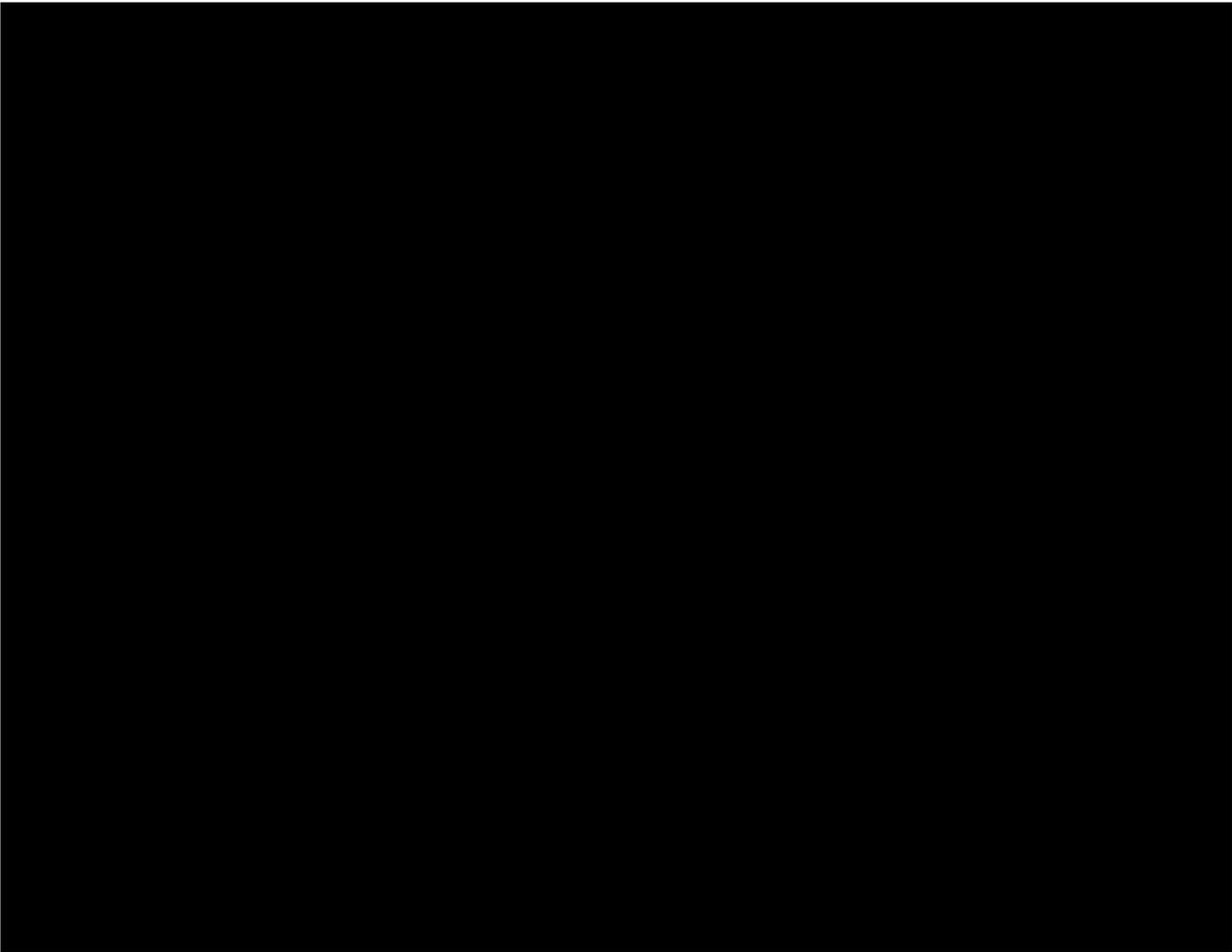


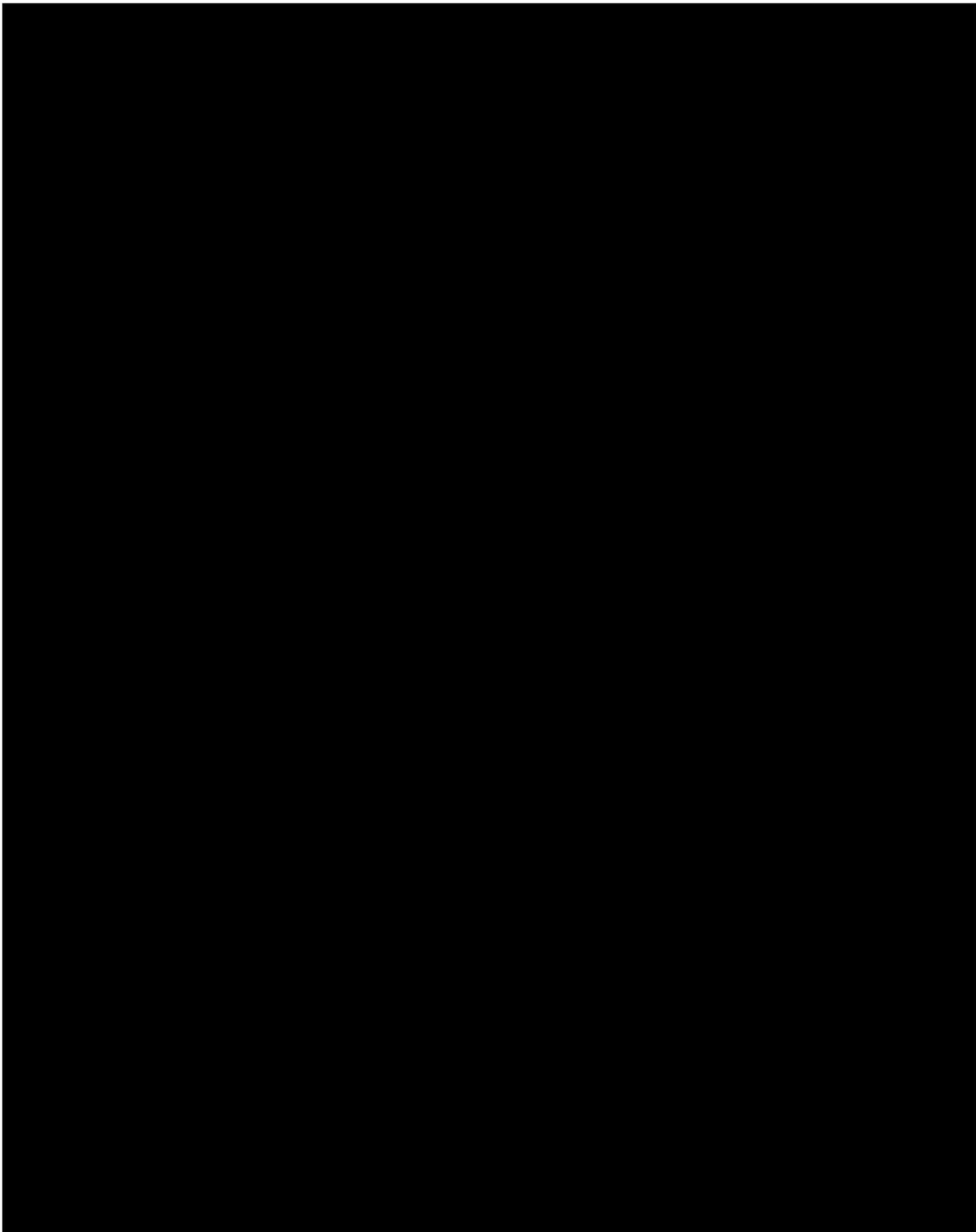


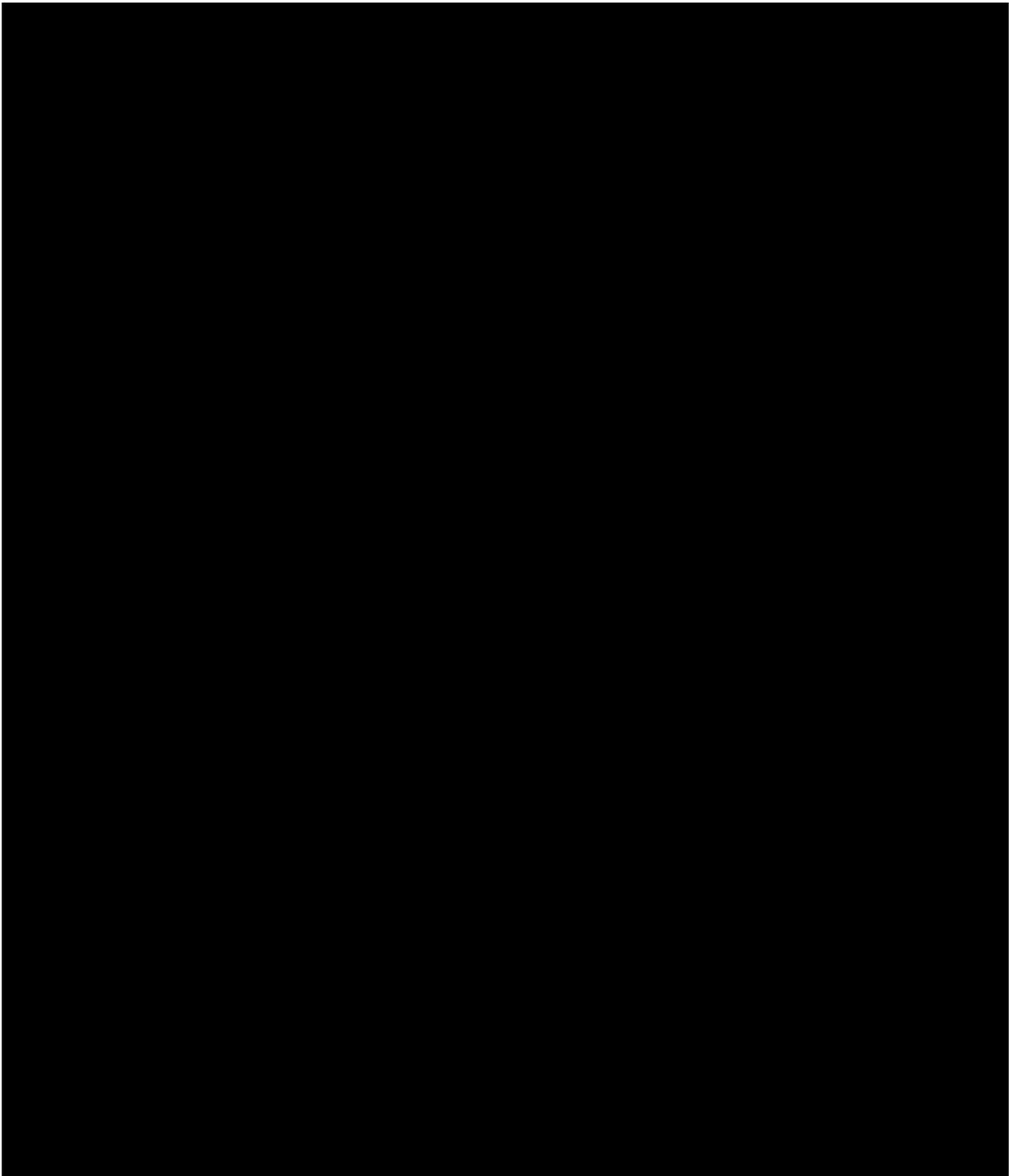


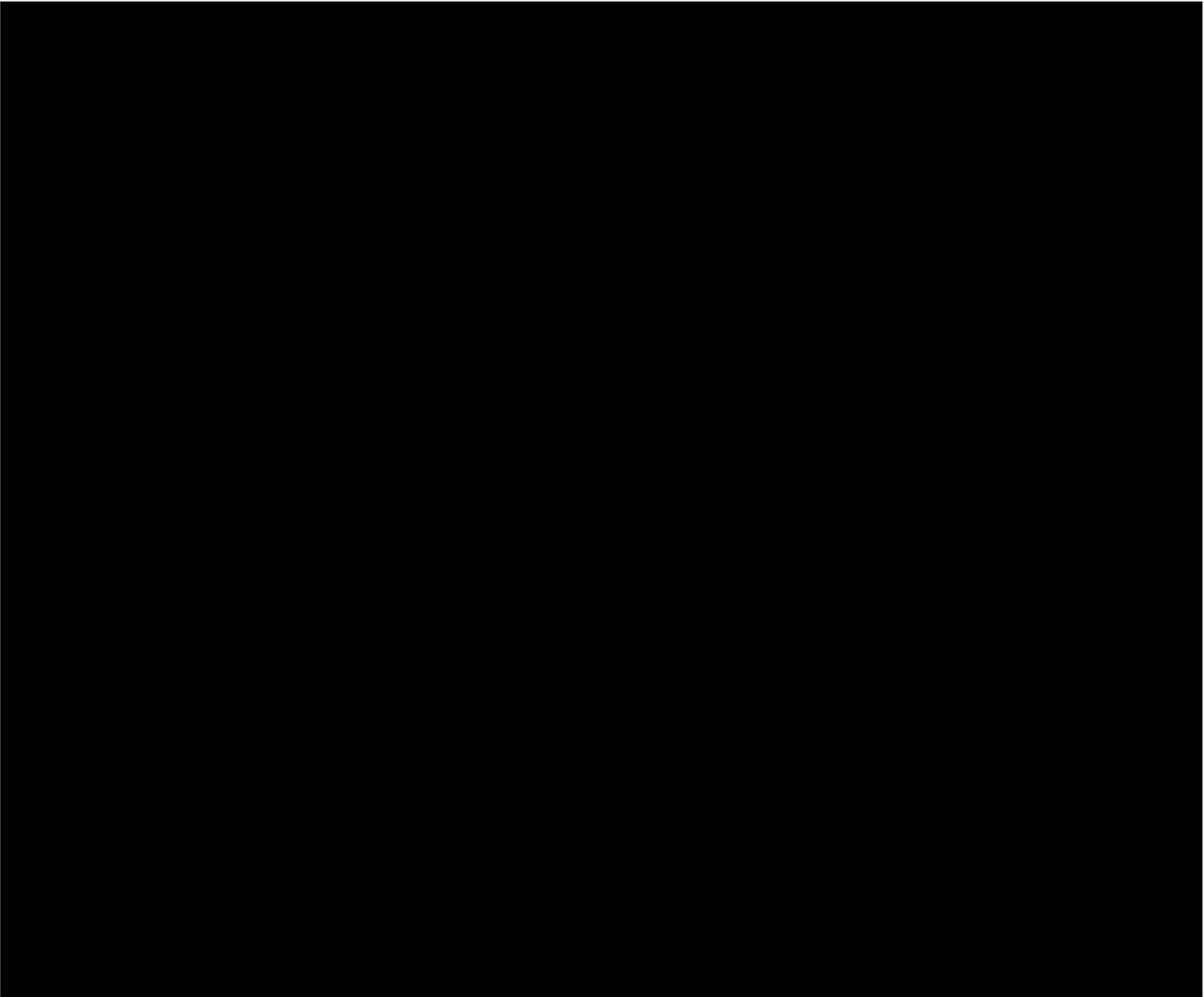


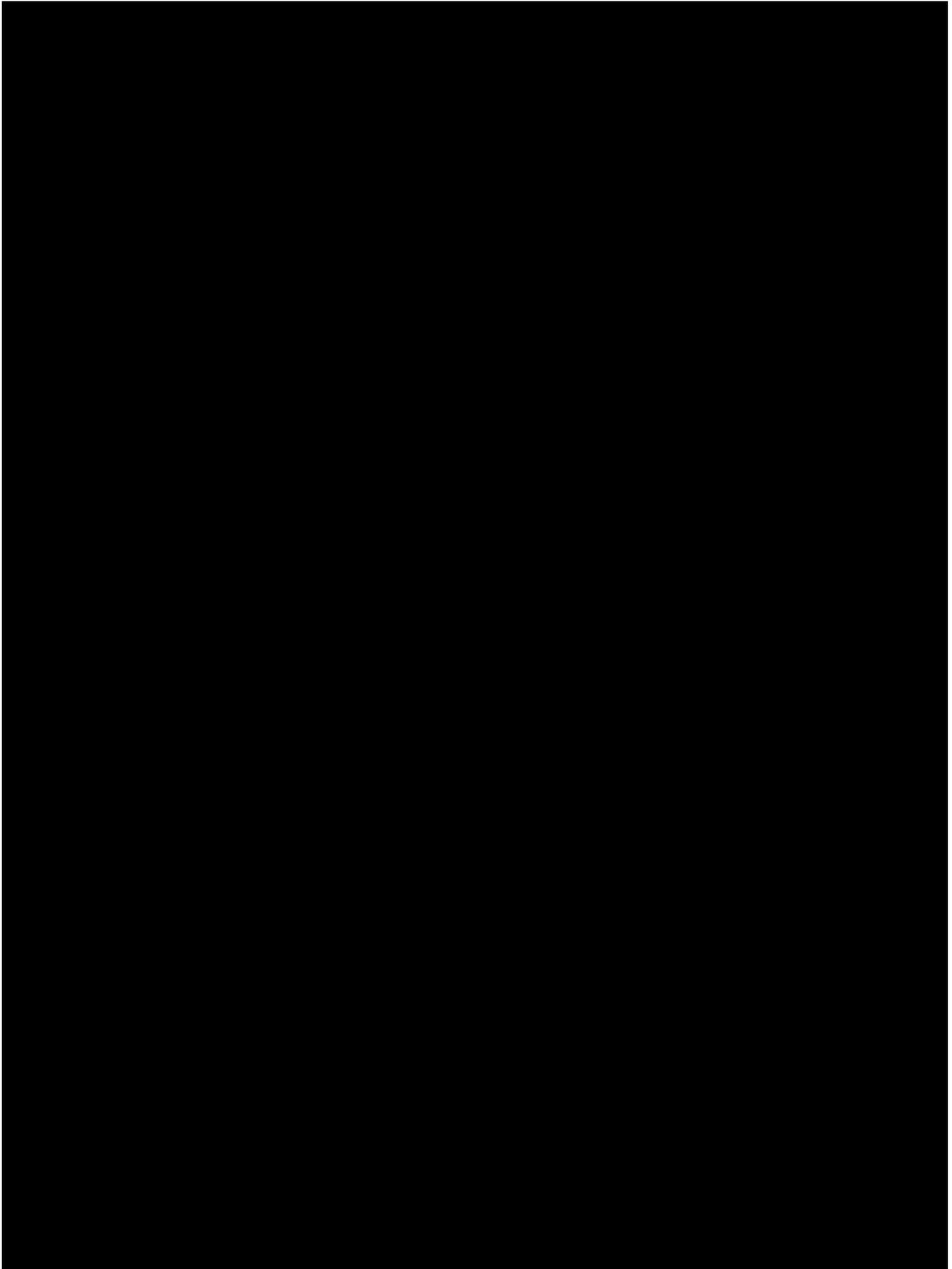


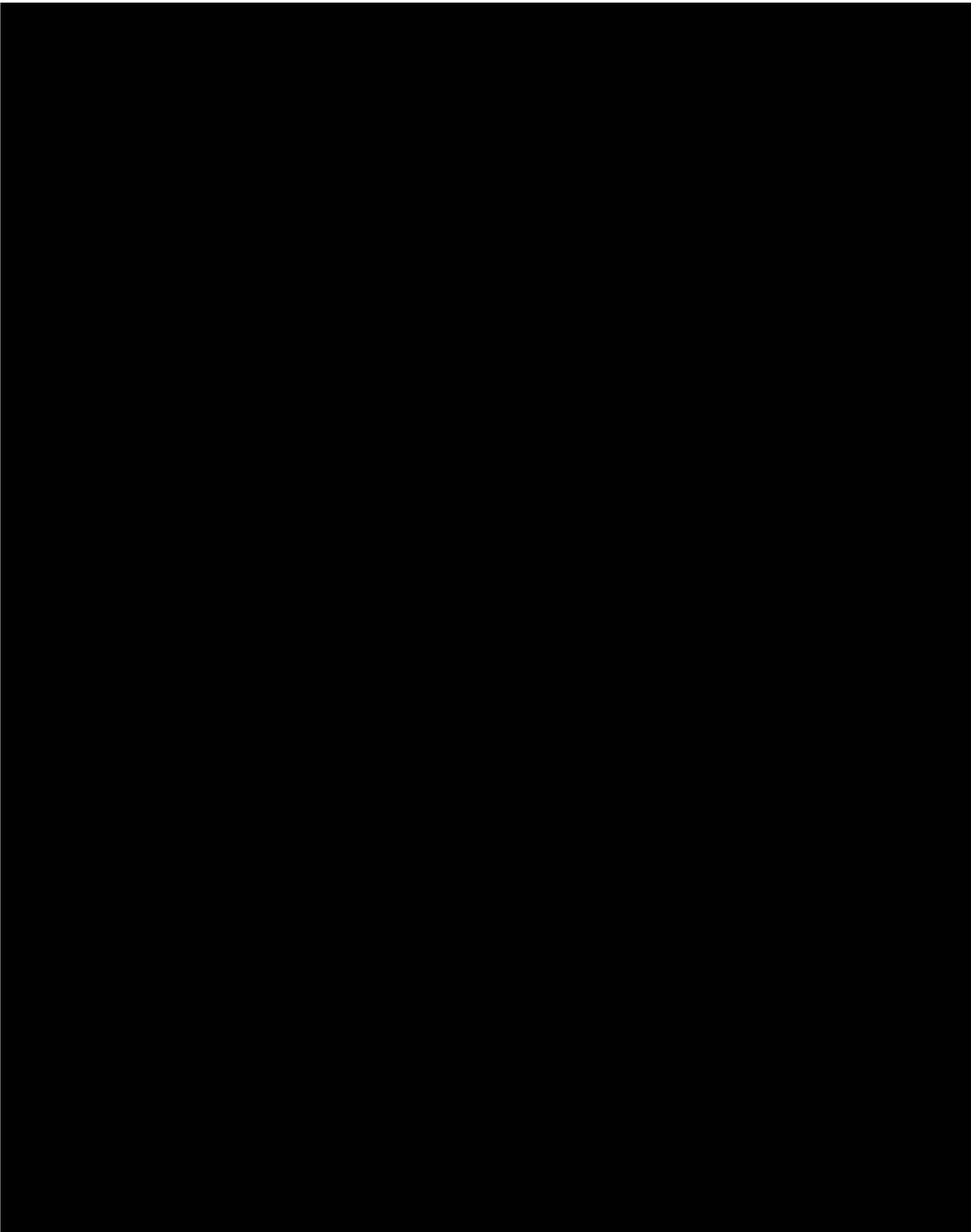




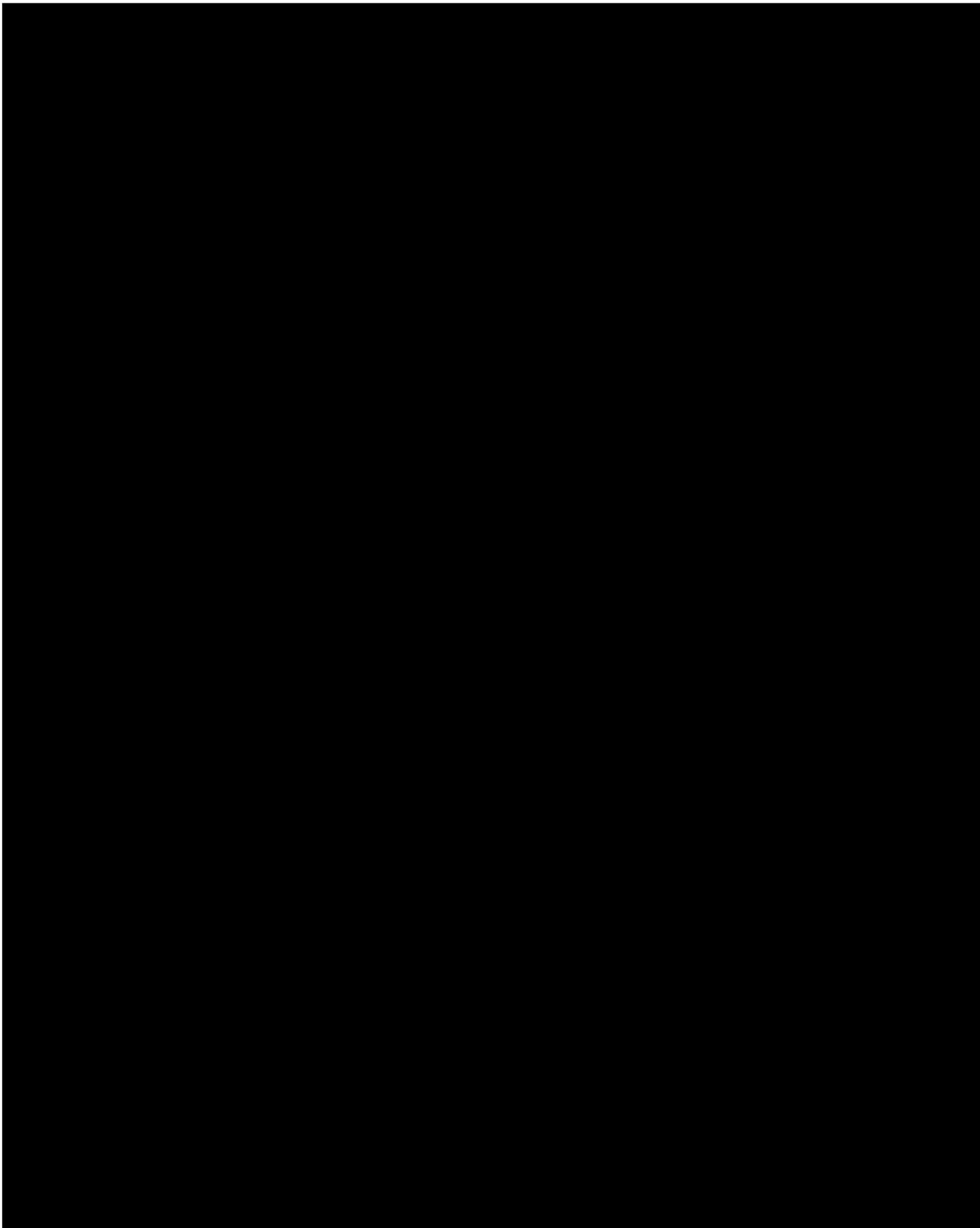


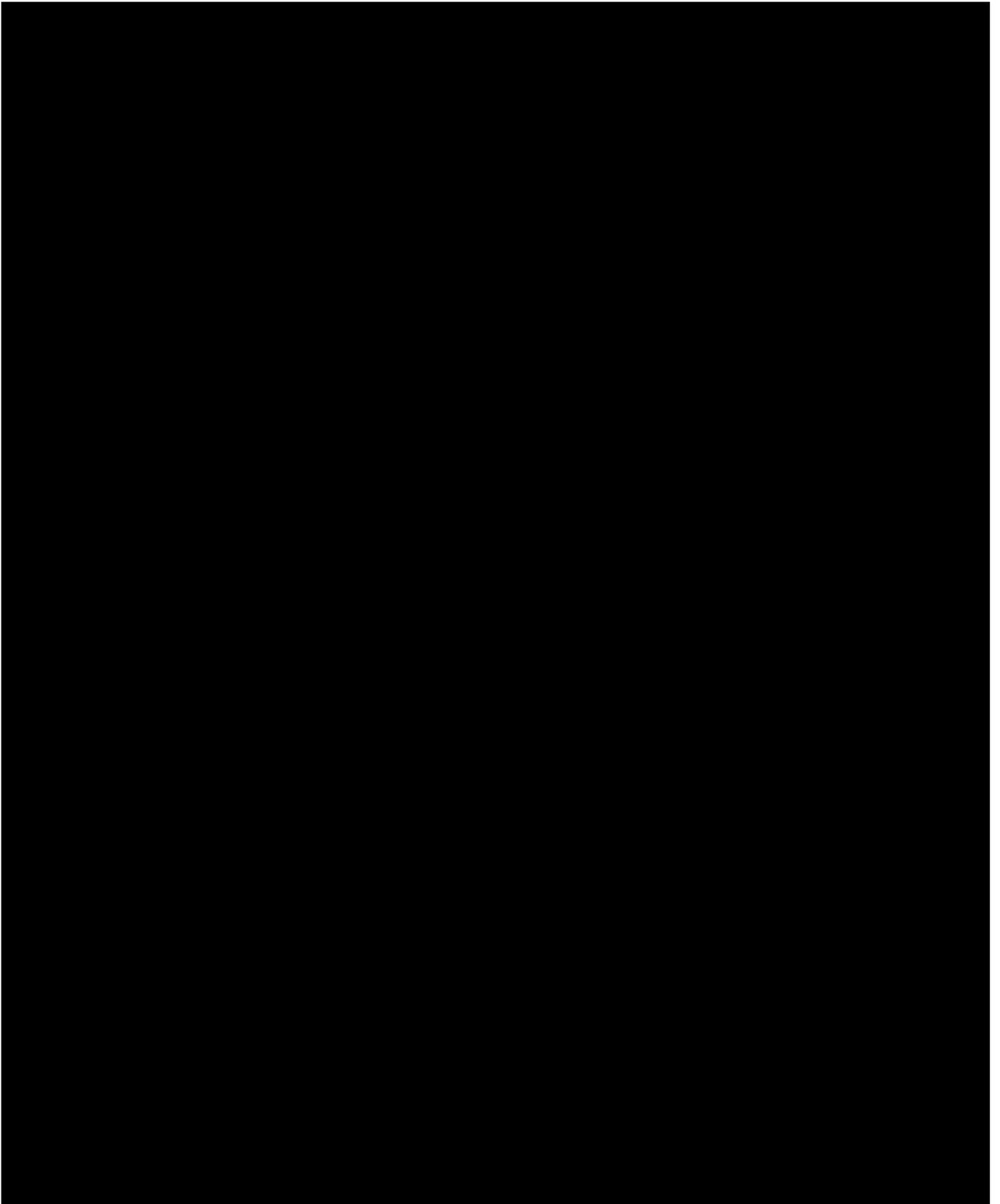


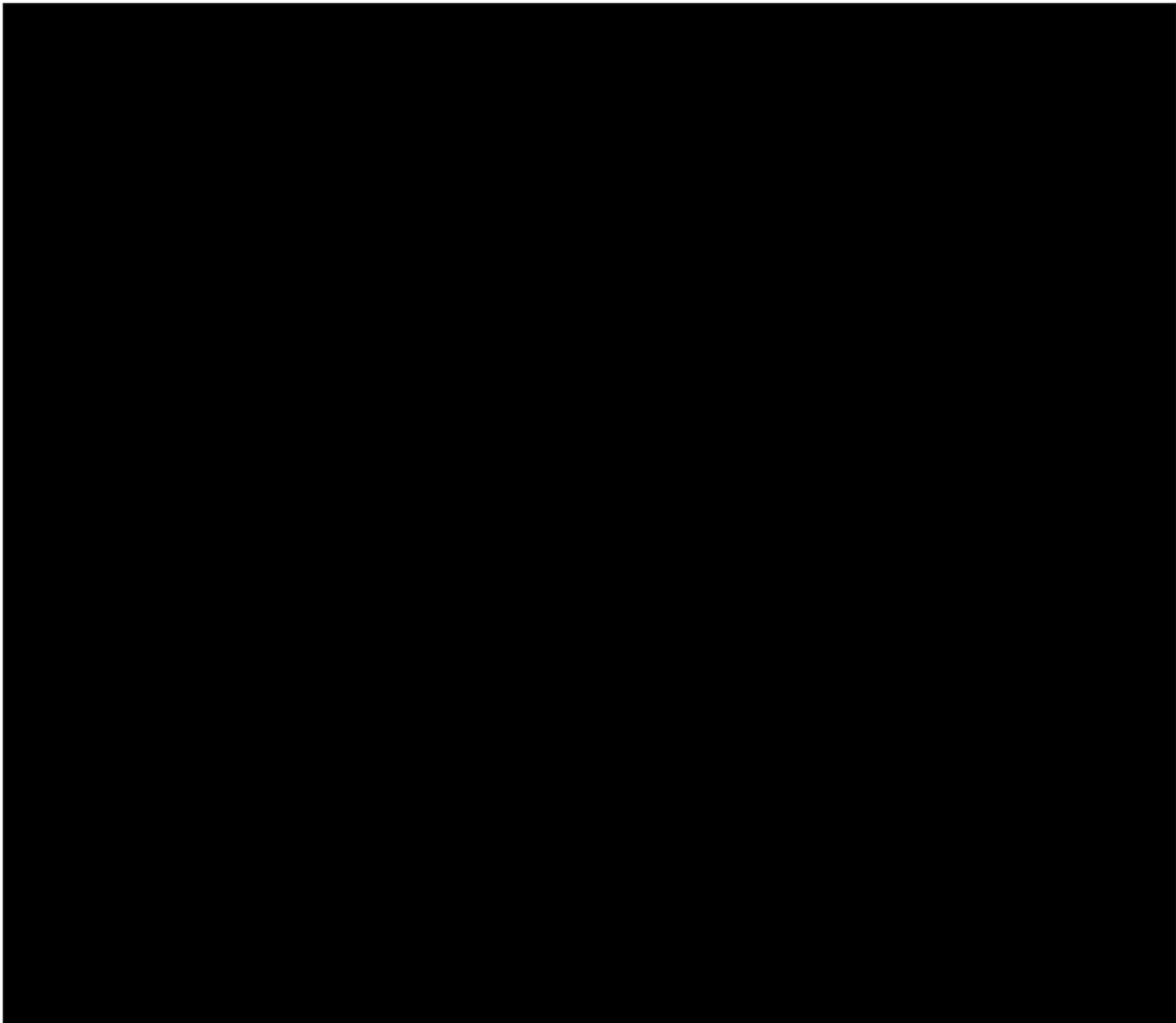












## South Derbyshire: Gypsies and Travellers

### Ethnic

Estimate of the need for permanent residential site pitches 2020-2025	
1) Current occupied permanent residential site pitches	86
2) Number of unused residential pitches available	0
3) Number of existing pitches expected to become vacant through mortality 2020-2025	3
4) Net number of households on sites expected to leave the area in next 5 years	0
5) Number of households on sites expected to move into housing in next 5 years	0
6) Residential pitches planned to be built or to be brought back into use 2020-2025	11
<b>Total Additional Supply</b>	<b>14</b>
<i>Additional residential needs</i>	
7) Seeking permanent permission from temporary sites	0
8) Households (on pitches) seeking residential pitches in the area, excluding those counted as moving due to overcrowding in step 12	0
9) Households on transit pitches requiring residential pitches in the area	0
10) Households on unauthorised encampments requiring residential pitches	0
11) Households on unauthorised developments requiring residential pitches	0
12) Households currently overcrowded (or hidden family members) on pitches seeking residential pitches in the area, excluding those containing emerging household in step 8	13
13) Net new households expected to arrive from elsewhere	0
14) New family formations expected to arise from within existing households	12
15) Households in housing but with a psychological aversion to housed accommodation	9
<b>Total Needs</b>	<b>34</b>
<i>Balance of Needs and Supply</i>	
<b>Total Additional Pitch Requirement</b>	<b>20</b>
<b>Annualised Additional Pitch Requirement</b>	<b>4</b>

Source: GTAA 2023

Summary of accommodation needs 2020-40 (pitches)	
Total 2020-25	20
Total 2025-30	12
Total 2030-35	13
Total 2035-40	14
<b>Total 2020-40</b>	<b>59</b>

Source: GTAA 2023

**PPTS**

Estimate of the need for permanent residential site pitches 2020-2025	
1) Current occupied permanent residential site pitches	86
2) Number of unused residential pitches available	0
3) Number of existing pitches expected to become vacant through mortality 2020-2025	3
4) Net number of households on sites expected to leave the area in next 5 years	0
5) Number of households on sites expected to move into housing in next 5 years	0
6) Residential pitches planned to be built or to be brought back into use 2020-2025	11
<b>Total Additional Supply</b>	<b>14</b>
<i>Additional residential needs</i>	
7) Seeking permanent permission from temporary sites	0
8) Households (on pitches) seeking residential pitches in the area, excluding those counted as moving due to overcrowding in step 12	0
9) Households on transit pitches requiring residential pitches in the area	0
10) Households on unauthorised encampments requiring residential pitches	0
11) Households on unauthorised developments requiring residential pitches	0
12) Households currently overcrowded (or hidden family members) on pitches seeking residential pitches in the area, excluding those containing emerging household in step 8	12
13) Net new households expected to arrive from elsewhere	0
14) New family formations expected to arise from within existing households	11
15) Households in housing but with a psychological aversion to housed accommodation	5
<b>Total Needs</b>	<b>28</b>
<i>Balance of Needs and Supply</i>	
<b>Total Additional Pitch Requirement</b>	<b>14</b>
<b>Annualised Additional Pitch Requirement</b>	<b>3</b>

Source: GTAA 2023

Summary of accommodation needs 2020-40 (pitches)	
Total 2020-25	14
Total 2025-30	11
Total 2030-35	12
Total 2035-40	13
<b>Total 2020-40</b>	<b>50</b>

Source: GTAA 2023

## South Derbyshire: Residential Caravans

Estimate of the need for residential pitches 2020-2025	
1) Current residential	176
<i>Current residential supply</i>	
2) Vacant but available for use	9
3) Expected to become vacant due to mortality	4
4) Planned to be brought back into use	0
Total Additional Supply	13
<i>Current residential need</i>	
5) Seeking residential permission from temporary permission	0
6) Estimated households requiring residential provision	18
Total Additional Need	18
<i>Balance of Need and Supply</i>	
<b>Total Additional Requirement</b>	<b>5</b>

Source: GTAA 2023

Summary of accommodation needs 2020-40	
Period	Pitches
2020-25	5
2025-30	3
2030-35	3
2035-40	3
<b>2020-40</b>	<b>14</b>

Source: GTAA 2023