

# Greater Norwich Gypsy and Traveller Accommodation Assessment

Report  
June 2022

*RRR Consultancy Ltd*



**NORWICH**  
City Council









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# Executive Summary

## Introduction

- S1. This report details the findings from the Greater Norwich Gypsy and Traveller Accommodation Assessment (GTAA). The report was commissioned by the Greater Norwich constituent authorities of Broadland District Council, Norwich City Council, and South Norfolk District Council. It excludes land within the boundaries of the Broads Authority, as this is being addressed in a separate GTAA study, currently being undertaken by the Broads Authority (expected to be published later in 2022).
- S2. The results will be used as an evidence base for policy development in housing and planning and supersede any previous GTAA (including any accommodation need calculated prior to this assessment) published for the Greater Norwich local planning authorities. Whilst the local plan period is 2018-38, the base date for the GTAA is 2022 i.e. when the assessment was completed. As such, the GTAA assesses accommodation needs over the period of 2022-2038 – a period of 16 years. It is important to note that the 2022 GTAA includes accommodation need which may have been identified by previous GTAA's but remained unfulfilled by May 2022 (date of the final report).
- S3. 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). Throughout the report this policy will be referred to as PPTS 2015 or simply PPTS.
- S4. 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 GTAA's, and analysis of secondary data. This included analysis of the most recently published (July 2021) Department of 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 (service providers) providing qualitative data regarding the accommodation needs of Gypsies and Travellers, and Travelling Showpeople.
  - Extensive face-to-face and telephone consultation with members of the Gypsy, Traveller and Travelling Showpeople communities, covering a range of issues related to accommodation and service needs.

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

## Policy context

- S5. 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.
- S6. The GTAA provides two need figures: first, one based on the ethnic identity definition i.e. all households who ethnically identify as Gypsies and Travellers; and second, based on the needs of families who have *not* permanently ceased to travel (i.e. based on the PPTS 2015 definition).
- S7. Policy 5 ('Homes') of the Greater Norwich Local Plan Draft Strategy (December 2020) outlines 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.

## Population Trends

- S8. In February 2022, there were 139 permanent authorised Gypsy and Traveller pitches in Greater Norwich consisting of 85 authorised private pitches (including 27 potential and 4 vacant), 44 local authority owned pitches, and 10 transit pitches (although the latter are currently not in use). There are 3 Travelling Showperson's yards consisting of 55 plots in Greater Norwich. For clarity, we refer to Travelling Showpeople 'plots' rather than 'pitches', and 'yards' rather than 'sites' to recognise the differences in design. Travelling Showpeople, in terms of provision and need are assessed further in chapter 6.
- S9. The 2011 Census suggests there were 354 Gypsies and Travellers residing in the study area representing about 0.09% of the total population. The 2011 Census records a total of 149 Gypsy and Traveller households residing within the study area who mainly own the accommodation or reside in the social rented sector. The DLUHC July 2021 Count shows that there were 160 Gypsy and Traveller caravans located in the study area. When population size is considered the density of caravans varies with an average of 37 caravans per 100,000 population recorded in Greater Norwich compared with 77 per 100,000 population in South Norfolk, 22 in Broadland, and 12 in Norwich.
- S10. 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. On average, there were 13 caravans recorded on unauthorised pitches between January 2018 to July 2021 with over half (55%) being recorded in South Norfolk, a third (33%) in



Broadland, and around an eighth (12%) in Norwich. On average, the number of caravans on unauthorised pitches has decreased over the period January 2018 to July 2021. However, it should be noted that Covid-19 restrictions may have led to fewer caravans being recorded on unauthorised pitches in July 2021.

## **Stakeholder Consultation**

- S11. Consultation with stakeholders (service providers) 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.
- S12. It was generally acknowledged that there is a lack of both permanent and transit accommodation provision. Also, some existing sites are in need of investment and upgrading to meet current standards. Social rented pitches, particularly those on larger sites, are not desirable to all households due to poor conditions and a preference to own pitches rather than pay rent.
- S13. It was suggested that the main drivers of accommodation need are the need for younger people in existing households requiring future separate accommodation, an increase in emergence of unauthorised developments over recent years (since the last assessment (2017) and new accommodation needs arising from households residing in traditional bricks and mortar accommodation wanting a pitch.
- S14. Key barriers to new accommodation provision noted by stakeholders included: a lack of suitable or affordable land; competing interests for suitable land; a lack of finance; and the complexity of planning processes. 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. Also, land in more rural locations is more likely be refused planning permission due to being too remote from services. It may be more financially viable to extend existing sites although larger sites can be difficult to manage leading to conflict between families.
- S15. There was no agreement by stakeholders on the need for transit provision in the study area. It was suggested that the study area and neighbouring authorities consider the negotiated stopping places policy as implemented in Leeds. Discussions between the Norfolk local planning authorities are currently underway to consider the benefits and challenges of pursuing such a policy. It was suggested that there needs to be better cooperation between local authorities. There is a need to work in a joined-up way across the whole of Norfolk and agree sites for long- and short-term stays as well as a policy on tolerated sites.

## Consultation with households

S16. Consultation was undertaken with Gypsy, Traveller, and Showpeople households, key stakeholders (in particular the Norwich & Eastern Showmen's Guild), and site 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. Due to Covid-19 restrictions, a combination of face-to-face consultation with households and proxy consultation with members of the community (including site and yard owners and managers, neighbours, and relatives) was undertaken, some of which was undertaken over the telephone.

## Accommodation need

S17. Accommodation need in the study area was assessed using analysis of primary and secondary data. The accommodation needs calculation steps were based on a model in accordance with both previous (2007) and current Practice Guidance (2015) issued by the Department of 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 need and two assessing supply, which are applied to each sub-group, based on primary data.

### *Gypsies and Travellers*

S18. Table S1 summarises accommodation need of Gypsies and Travellers over a 16-year period. It is important to note that the figures shown in Table S1 include all accommodation need as of 2022, including any which may have been identified by previous GTAAs but remained unfulfilled by April 2022. The table below shows that a further 50 Gypsy and Traveller pitches (based on the ethnic identity definition), or 29 pitches (based on PPTS 2015) are needed over the 16-year period. The ethnic need includes the 29 who meet the PPTS definition, and the 21 who do not, whilst the PPTS needs relates only to those who meet the PPTS definition.

Table S.1: Summary of Gypsy and Traveller accommodation needs 16-year period (pitches)		
Period	Ethnic definition	PPTS 2015 definition
Years 1-5	28	<b>10</b>
Years 6-10	10	<b>8</b>
Years 11-15	10	<b>9</b>
Year 16	2	<b>2</b>
<b>Years 1-16</b>	<b>50</b>	<b>29</b>

Source: GTAA 2022

## Travelling Showpeople

- S19. Table S2 shows that there is also a need for 43 additional Travelling Showpeople plots over the 16-year period.

Years 1–5	27
Years 6–10	7
Years 11-15	7
Years 16-16	2
<b>Years 1–16</b>	<b>43</b>

Source: GTAA 2022

## Transit provision

- S20. In relation to transit provision, 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. Agreements could be made with households residing on sites and allowing visiting family and friends to stay for agreed periods of time. This would lead to fewer unauthorised encampments which adversely impact on the local community.

## Conclusions

- S21. It is recommended that the local planning authorities seek to meet the PPTS need (as required) with 'ethnic' need covered by a criteria-based policy. This will not only demonstrate knowledge of the overall accommodation need of all Gypsies and Travellers, but also demonstrate that how accommodation need for those who do not meet the PPTS definition are being addressed. The ethnic identified need includes those who both meet the PPTS definition and those who do not (29 who meet the PPTS definition, plus 21 who do not meet the definition). This means that the local authorities would firstly meet the need of 29 (10 within the first 5 years) as its obligation but accept the need of a further 21 (18 within the first 5 years) as potential need if further applications are brought forward through windfalls.
- S22. The local planning authorities should also 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 whose existence was not known at the time of the 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 need should be considered separate to the need identified below and could be met through windfall applications.

S23. In addition to the above in order to meet the specific accommodation need of the different community groups, the report recommends the following:

- 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 need 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 need.
- 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.
- In accordance with the 'Statement of Common Ground', for the local authorities to work closely with the Norwich & Eastern Showmen's Guild to help identify how accommodation needs can best be met.
- It is recommended that the local authorities review the planning of unauthorised developments and consider granting permanent status.

S24. As well as quantifying accommodation need, the study also makes recommendations on other key issues including:

- 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 or yards.
- Prior to action being taken against sites or yards being used without planning permission, the local authorities, in partnership with landowners, occupants and relevant agencies (e.g. Showmen's Guild and Gypsy and Traveller support groups), to review its current, historic and potential planning status, and review the most effective way forward.
- To consider safeguarding Gypsy, Traveller and Travelling Showpeople sites and yards with permanent planning permission for their current use unless it can be demonstrated that they are no longer needed to meet identified need.
- 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.

# 1. Introduction

## Study context

- 1.1 This report details the findings from the Greater Norwich Gypsy and Traveller Accommodation Assessment (GTAA). The report was commissioned by the Greater Norwich constituent authorities of Broadland District Council, Norwich City Council, and South Norfolk District Council. It excludes land within boundaries of the Broads Authority, as this is being addressed in a separate GTAA study, currently being undertaken by the Broads Authority (expected to be published later in 2022).
- 1.2 The results will be used as an evidence base for policy development in housing and planning and supersede any previous GTAA (including any accommodation need calculated prior to this assessment) published for the Greater Norwich local planning authorities. Whilst the local plan period is 2018-38, the base date for the GTAA is 2022 i.e. when the assessment was completed. As such, the GTAA assesses accommodation needs over the period of 2022-2038 – a period of 16 years. It is important to note that the 2022 GTAA includes accommodation need which may have been identified by previous GTAA's but remained unfulfilled by May 2022 (date of the final report).
- 1.3 Whilst the previous GTAA (2017) assessed the accommodation needs of boat dwellers (as well as Gypsies, Travellers, and Showpeople), this assessment focuses on the accommodation needs of Gypsies, Travellers, and Showpeople. Greater Norwich and its constituent local authorities will be liaising closely with the Broads Authority who are undertaking a separate assessment of boat dweller accommodation needs which is expected to be published later in 2022.
- 1.4 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

- 1.5 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 GTAA's, and analysis of secondary data. This included analysis of the most recently published (July 2021) Department of 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 (service providers) providing qualitative data regarding the accommodation needs of Gypsies, Travellers, and Travelling Showpeople,
- Extensive telephone, email and face-to-face consultation with the Gypsy, Traveller, and Travelling Showpeople communities, 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.

1.6 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. Due to Covid-19, a combination of direct consultation with households and proxy consultation with members of the community (including site and yard owners and managers, neighbours, and relatives) was undertaken, some of which was undertaken over the telephone.

### **Geographical context of Greater Norwich**

1.7 According to the Greater Norwich Local Plan Draft Strategy (December 2020) the estimated total population of the three districts in 2018 was 409,000. Of this, 55% of the population live in the Norwich urban area, with around 10% living in the market towns of Aylsham, Diss, Long Stratton, Harleston and Wymondham. Around 35% of the population live in smaller towns and villages. Parishes close to the city have a strong relationship with Norwich, while parts of the area look to the network of towns and larger villages to meet every day needs and provide employment.

1.8 Greater Norwich has a rich concentration of heritage assets. At its core is the City of Norwich, formerly England's second city, with its two cathedrals and many other historic buildings, including the greatest number of medieval churches in northern Europe, monastic halls, former merchants' houses, the city wall and industrial heritage. The city centre's current street pattern still broadly reflects these historic influences.

1.9 Market towns, villages and hamlets show a pattern of development that has built up over the centuries, with a wealth of medieval churches, including a number of round tower churches, farmsteads and historic halls. A number of areas of formal parkland, such as those at Raveningham and Blickling Halls, are designated by Historic England.

1.10 Historically, relatively poor strategic infrastructure links limited growth in the area. But, recent and planned infrastructure improvements are set to assist growth. The A11 corridor is a major focus of growth, with the route providing key strategic access to London, Cambridge and much of the rest of the UK via the M11 and A14. Dualling was completed in 2014 and the Cambridge Norwich Tech Corridor initiative aims to take advantage of this to boost economic development.

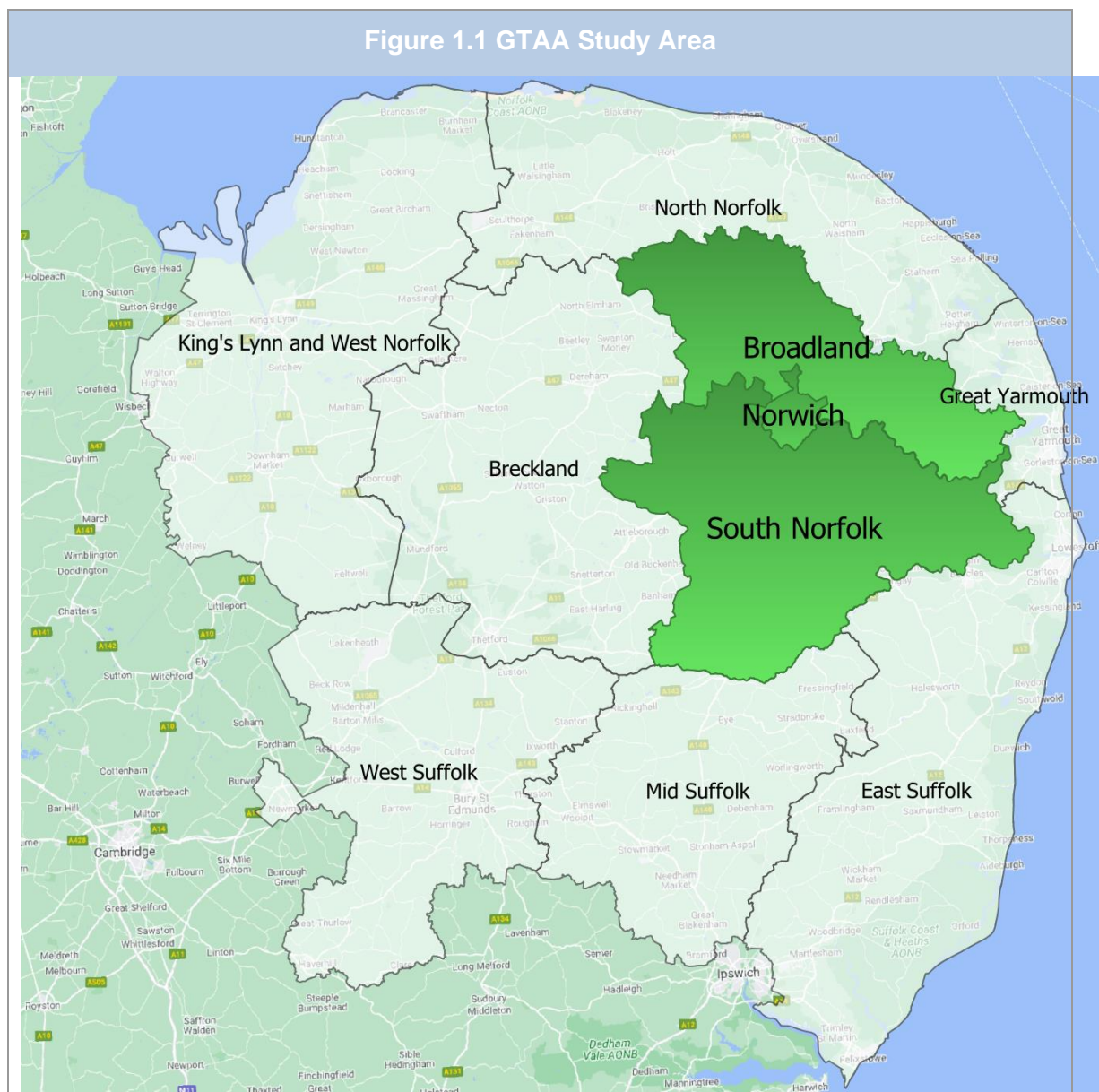
- 1.11 The main east-west road link is the A47. It connects the area to Great Yarmouth and Lowestoft to the east. Both are coastal resorts and industrial towns with significant regeneration needs. The development of Eastport at Great Yarmouth provides access for offshore industries. To the west the A47 provides access to the Midlands, the North and to growth areas locally at Dereham and King's Lynn.
- 1.12 The main rail services to and from Norwich provide direct access to Wymondham, Ely, Cambridge, the Midlands and the North and to Diss, Ipswich and London. Improvements including faster services to London and direct services to Stansted have been delivered. The east-west rail route linking directly to major growth areas around Milton Keynes and Oxford is a long-term aspiration<sup>2</sup>.

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

- 1.13 A map of the study area is shown below. Please note that the local authority areas are shaded in dark green.

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<sup>2</sup> Greater Norwich Local Plan Draft Strategy (December 2020) pp.11-27.



## Summary

- 1.14 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.
- 1.15 The purpose of this assessment is to quantify the accommodation needs of Gypsies, Travellers, and Travelling Showpeople in the study area over a 20-year period, with 2022 as the base date. 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. The results will be used as an evidence base for policy development in housing and planning.



- 1.16 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, and Travelling Showpeople, and extensive consultation of the traveller groups. These provided an extensive range of quantitative and qualitative data enabling a robust and reliable assessment of accommodation needs.

## 2. Policy context

### Introduction

- 2.1 To assess the current policy context, existing 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 GTAAs recently undertaken by neighbouring authorities. Furthermore, understanding the current position will be important in the development of future strategies intended to meet accommodation need and housing related support need among Gypsies and Traveller, Travelling Showpeople and boat dwellers and travellers.

### 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 Show People. 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>3</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 According to PPTS (2015) (para. 10) local planning authorities should, in producing their Local Plan: identify and update annually, a supply of specific deliverable sites sufficient to provide 5 years' worth of sites against their locally set targets; and identify a supply of specific, developable sites, or broad locations for growth, for years 6 to 10 and, where possible, for years 11-15.
- 2.8 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>4</sup>.
- 2.9 According to DCLG (August 2015) guidance on planning policy for traveller sites, the definition of Travelling Showpeople is:

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<sup>3</sup> DCLG, Planning Policy for Traveller Sites, August 2015.

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

*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>5</sup>*

- 2.10 Also, for the purposes of Gypsy and Traveller Accommodation Assessments (GTAA's), Travelling Showpeople are included under the definition of 'Gypsies and Travellers' in accordance with The Housing (Assessment of Accommodation Needs) (Meaning of Gypsies and Travellers) (England) Regulations 2006, and the draft guidance to local housing authorities on the periodical review of housing needs (March 2016). It recommends that Travelling Showpeople's own accommodation needs and requirements should be separately identified in the GTAA<sup>6</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).
- 2.11 It is important to note that Gypsies and Travellers and Travelling Showpeople have separate accommodation need 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.

*DCLG Review of housing needs for caravans and houseboats: draft guidance (March 2016)<sup>7</sup>*

- 2.12 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

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<sup>5</sup> DCLG, *Planning Policy for Traveller Sites*, August 2015.

<sup>6</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>7</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.

- 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:
    - 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).
- 2.13 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.
- 2.14 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.
- 2.15 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
- 2.16 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*

- 2.17 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.

## Greater Norwich Planning Policies

2.18 Policy 5 ('Homes') of the Greater Norwich Local Plan Draft Strategy (December 2020) states that development for Gypsy and Traveller sites, Travelling Show People sites and residential caravans will be acceptable where proposals:

- have safe and sustainable access to schools and facilities;
- have suitable vehicular access;
- provide for ancillary uses and landscaping;
- are of a scale which is in keeping with its surroundings, including small-scale extensions to existing sites

2.19 For transit pitches the following additional criteria apply:

- the site is conveniently accessible to the main 'A' and 'B' class road network; and,
- an agreement is in place for satisfactory site management, including the maximum period and frequency of stay.

Greater Norwich Local Plan Draft Strategy (December 2020) p.85

## Duty to cooperate and cross-border issues

2.20 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.

2.21 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.

2.22 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.

2.23 Given the transient nature of Gypsies and Travellers it is important for the GTAA to consider Gypsy and Traveller accommodation need in neighbouring authorities. The following section discusses the results of GTAA's recently undertaken by neighbouring and

nearby local authorities specifically in relation to accommodation need and travelling patterns.

### *Norfolk GTAA 2017*

- 2.24 The previous Greater Norwich accommodation needs assessment was undertaken by the Greater Norwich local authorities in partnership with the Broads Authority, Great Yarmouth and North Norfolk. This is the update to the 2017 Norfolk GTAA for Greater Norwich. The Broads Authority and Great Yarmouth are in the process of updating their GTAA (being undertaken by *RRR Consultancy*) and is due to be published in Spring 2022. The Broads Authority is undertaking a separate assessment in relation to boat dwellers (also being undertaken by *RRR Consultancy* and due to be published in Spring 2022).

### *Babergh, Ipswich, Mid Suffolk, Suffolk Coastal and Waveney ANA (2017)<sup>8</sup>*

- 2.25 According to the 2017 ANA, the estimated extra site provision that is required between 2016 and 2036 is 73 pitches (1 pitch in Babergh, 27 in Ipswich, 9 in Mid Suffolk, 15 in Suffolk Coastal, and 21 in Waveney). This includes existing households on unauthorised sites, those with temporary planning permissions, and the growth in household numbers due to household formation. Any sites in the pipeline for development have not been included in this figure. The report also identified a need for 3 different 8 pitch transit sites or emergency stopping places to help to manage unauthorised encampments and provide for visiting households. The report also identifies a need for 9 additional Travelling Showpeople plots (0 plots in Babergh, 0 in Ipswich, 7 in Mid Suffolk, 2 in Suffolk Coastal, and 0 in Waveney), and 28 residential boat moorings (10 moorings in Babergh, 0 in Ipswich, 0 in Mid Suffolk, 17 in Suffolk Coastal, and 1 in Waveney).

### *Breckland GTAA (2016)<sup>9</sup>*

- 2.26 The GTAA uses a different method compared to previous GTAAs in that it assesses the accommodation need of households who *meet* the DCLG (August 2015) definition, who *do not* meet the definition (defined as those households who travel for employment reasons), and households whose status under the new definition is 'unknown'. The GTAA identifies a 20-year need of 10 pitches for those households who meet the definition, 43 pitches for those households who do not meet the definition, and up to 27 pitches for those households whose status is 'unknown'. Similarly, in relation to Travelling Showpeople, the GTAA identifies a 20-year need of 2 plots for those households who meet the definition, and up to 1 plot for those households who may meet the definition. The GTAA does not

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<sup>8</sup> Babergh, Ipswich, Mid Suffolk, Suffolk Coastal and Waveney Gypsy, Traveller & Travelling Showpeople Accommodation Assessment, October 2013.

<sup>9</sup> Breckland Gypsy and Traveller Accommodation Assessment, November 2016.

indicate transit pitch requirements but states that new provision should be considered once there is a new 3-year evidence base following the changes to PPTS in August 2015.

*Cambridgeshire, King's Lynn & West Norfolk, Peterborough and West Suffolk GTAA (2016)*<sup>10</sup>

2.27 Based on existing (2016) provision of 783 occupied pitches the GTAA identified a 20-year need of 5 pitches for those households who meet the definition, up to 177 pitches for those households who do not meet the definition, and 189 pitches for those households whose status is 'unknown'. Similarly, in relation to Travelling Showpeople, the GTAA identifies a 20-year need of 14 plots for those households who meet the definition, up to 8 plots for those households who do not meet the definition, and 6 plots for those households whose status is 'unknown'. The GTAA does not indicate transit pitch requirements but states that new provision should be considered jointly dependent on location. An updated GTAA being undertaken by *RRR Consultancy* is due to be published in Spring 2022.

## Summary

2.28 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.

2.29 The Greater Norwich Local Plan Draft Strategy (2020) determines the 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.

2.30 Given the cross-boundary characteristic of accommodation issues, it is important to consider the findings of GTAA's produced by neighbouring local authorities. GTAA's recently undertaken by neighbouring local authorities indicate that there remains Gypsy, Traveller, and Travelling Showpeople accommodation need throughout the region.

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<sup>10</sup> Cambridgeshire, King's Lynn & West Norfolk, Peterborough and West Suffolk Gypsy and Traveller Accommodation Assessment, October 2016.



## 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 need.
- 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 touring 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 Gypsies and Travellers sites<sup>11</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 2021.

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<sup>11</sup> Data regarding Travelling Showpeople are published separately by the MHCLG 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>12</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 DLUHC. Due to Covid-19 restrictions the Count did not take place in July 2020 or January 2021. The July 2021 Count (the most recent figures available) indicate a total of 24,203 caravans. Applying an assumed three person per caravan<sup>13</sup> multiplier would give a population of 72,609 persons<sup>14</sup>.
- 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>15</sup> gives a total population of 145,218 persons for England. However, given the limitations of the data this figure can only be very approximate, and may be a significant underestimate.
- 3.9 For the first time, the national census undertaken in 2011 included the category of 'Gypsy or Irish Traveller' in the question regarding ethnic identity. Table 3.1 below shows total population and Gypsy and Traveller population per Greater Norwich local planning authority as derived from the 2011 Census. It shows that in 2011 there were 354 Gypsies and Travellers residing in the study area representing around 0.09% of the usual resident population.<sup>16</sup> This is lower than the averages for both the East of England (0.14%) and England (0.10%). The proportion of Gypsies and Travellers recorded in the GTAA constituent local authorities varied widely with 0.04% of the population of Broadland recorded as Gypsies or Travellers compared with 0.10% in Norwich and 0.15% in South Norfolk<sup>17</sup>.

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<sup>12</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>13</sup>Niner, Pat (2003), Local Authority Gypsy/Traveller Sites in England, ODPM.

<sup>14</sup> Please note that the relatively small Gypsy and Traveller population (compared to the settled community) means that small changes in population size can lead to pronounced differences in numbers.

<sup>15</sup> Ibid.

<sup>16</sup> See ONS 2011 Census Table KS201EW Ethnic Group located at: <http://www.ons.gov.uk/>

<sup>17</sup> The 2011 Census figures will be superseded by the 2021 Census figures which are due to be published in early summer 2022.

Table 3.1 Gypsy and Traveller Population			
	Population (no.)	G&T Pop (no.)	G&T Pop (%)
Broadland	124,646	44	0.04%
Norwich	132,512	127	0.10%
South Norfolk	124,012	183	0.15%
Greater Norwich	381,170	354	0.09%
East of England	5,846,965	8,165	0.14%
England	53,012,456	54,895	0.10%

Source: 2011 Census in NOMIS 2022

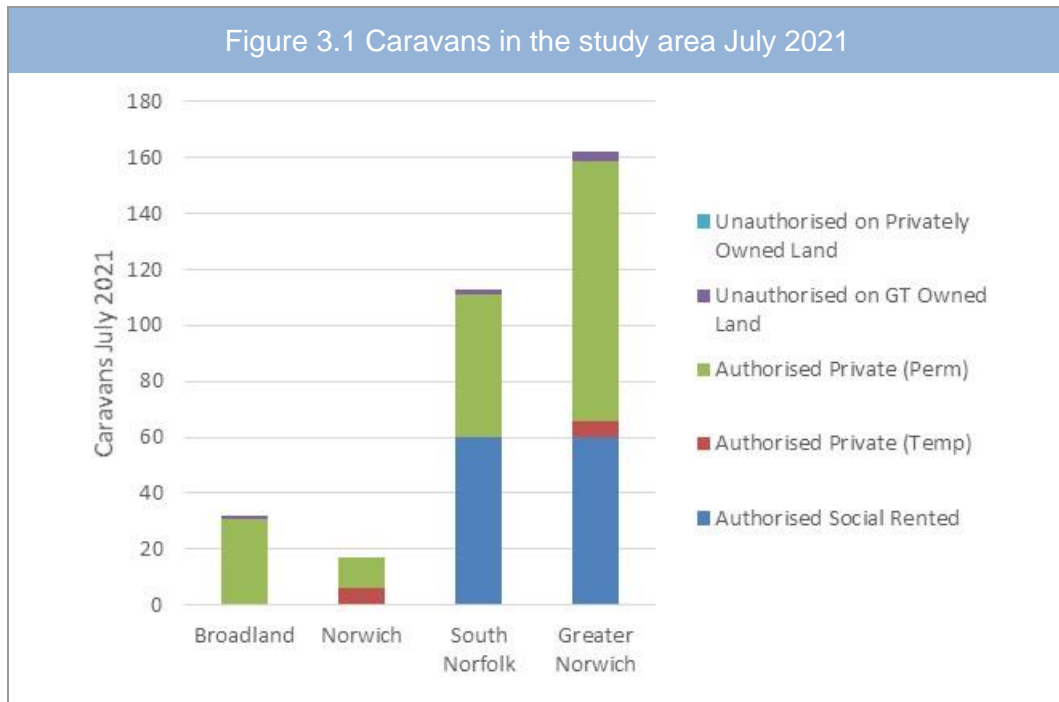
- 3.10 It is also possible to determine the Gypsy and Traveller population within the study area by tenure. Derived from 2011 Census data, Table 3.2 shows the tenure of 149 Gypsy and Traveller households residing in Greater Norwich. This includes households residing both on sites and in bricks and mortar accommodation. The most common tenure is social rented (48%), followed by accommodation owned by the occupants (44%). A smaller proportion (9%) privately rent the accommodation occupy.

Table 3.2 Gypsy and Traveller Population								
	Social Rented		Owned		Private Rented		Total	
	No.	%	No.	%	No.	%	No.	%
Broadland	4	18%	15	68%	3	14%	22	100%
Norwich	31	60%	15	29%	6	12%	52	100%
South Norfolk	36	48%	35	47%	4	5%	75	100%
Greater Norwich	71	48%	65	44%	13	9%	149	100%
East of England	1,209	43%	1,065	38%	554	20%	2,828	100%
England	8,162	42%	6,518	33%	4,778	25%	19,458	100%

Source: 2011 Census in NOMIS 2022

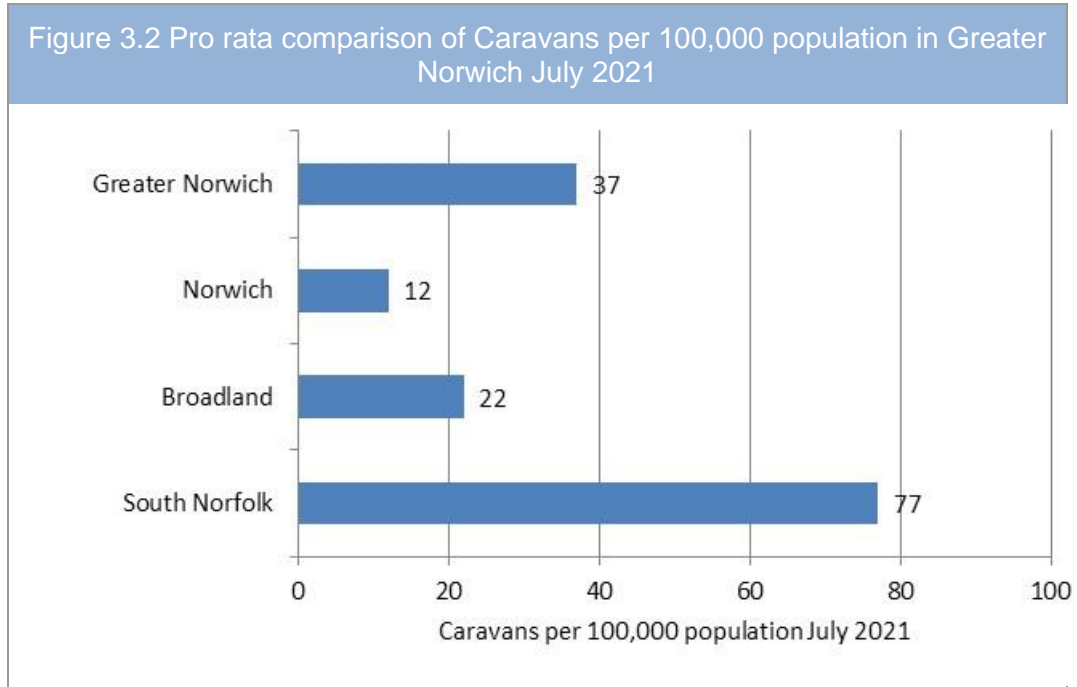
- 3.11 Figure 3.1 below shows the Greater Norwich July 2021 Caravan Count. A total of 162 caravans were recorded in Greater Norwich consisting of 93 caravans recorded on privately owned pitches, 60 on social rented pitches<sup>18</sup>, 6 on pitches with temporary planning permission, and 3 on unauthorised pitches without planning permission. There is some variation in the number of caravans in each local authority area with 113 (70%) caravans recorded in South Norfolk, 32 (20%) in Broadland, and 17 (10%) in Norwich.

<sup>18</sup> This includes caravans recorded on a site of 18 pitches owned by the local authority but managed by a leaseholder.



Source: July 2021 DLUHC Traveller Caravan Count

3.12 Figure 3.2 shows that when the population is taken into account the density of caravans varies with an average of 37 caravans per 100,000 population recorded in Greater Norwich compared with 77 in South Norfolk, 22 in Broadland, and 12 in Norwich.

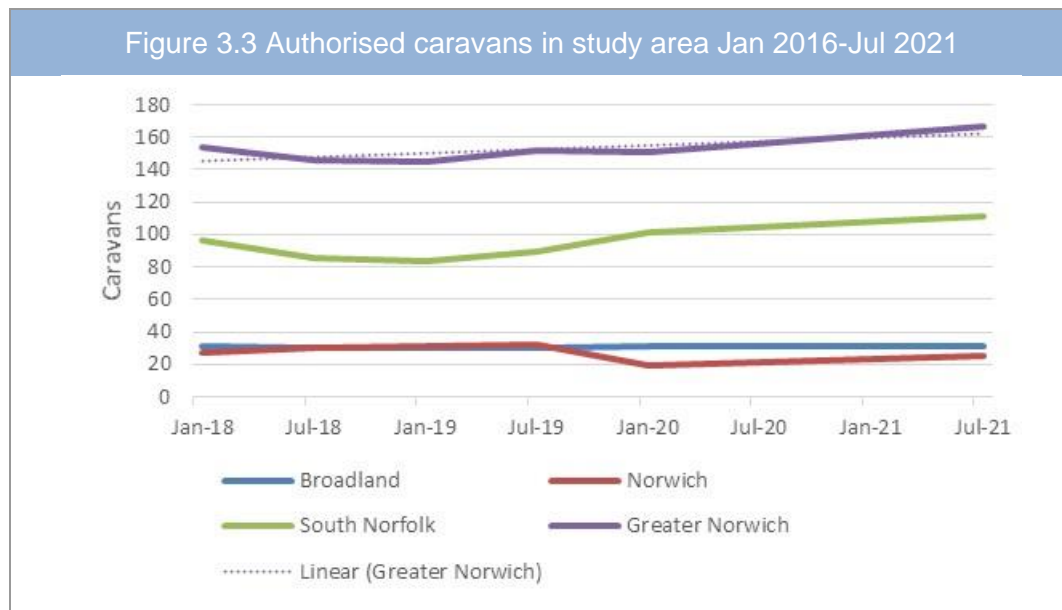


Source: July 2021 MHCLG Traveller Caravan Count

3.13 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 2018 to July 2021. The DLUHC recorded a total of 154 caravans located on authorised pitches in January

2018 compared to 167 caravans in July 2021. The dotted trend line shows that over the last 3.5 years there has been a slight increase in the number of authorised caravans in Greater Norwich.

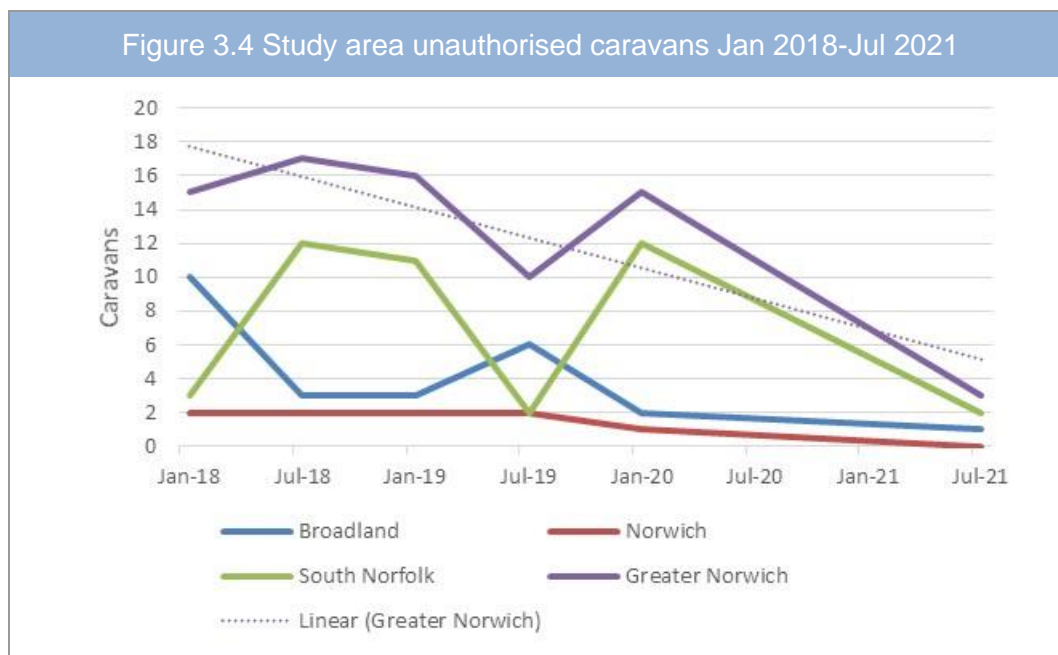
- 3.14 On average, just over three fifths (62%) of caravans on authorised pitches recorded by the DLUHC count in Greater Norwich were located in South Norfolk, a fifth (20%) in Broadlands, and just under a fifth (18%) in Norwich.



Source: July 2021 DLUHC Traveller Caravan Count

### Data on unauthorised encampments

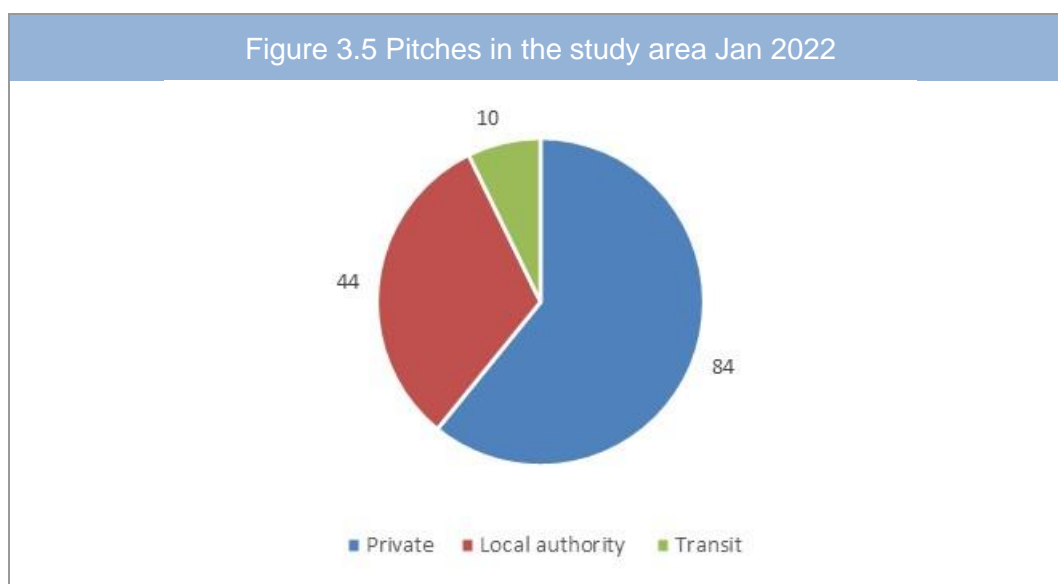
- 3.15 DLUHC data on unauthorised encampments (i.e. caravans residing temporarily on 'pitches' without planning permission) is of limited accuracy, although it may indicate general trends. Figure 3.4 shows the number of caravans recorded on unauthorised pitches in the study area over the period January 2018 to July 2021. On average, there were 13 caravans recorded on unauthorised pitches between January 2018 to July 2021 with over half (55%) being recorded in South Norfolk, a third (33%) in Broadland, and around an eighth (12%) in Norwich. The dotted trend line shows that, on average, the number of caravans on unauthorised pitches has decreased over the period January 2018 to July 2021. However, it should be noted that Covid-19 restrictions may have led to fewer caravans being recorded on unauthorised pitches in July 2021.



Source: July 2021 MHCLG Traveller Caravan Count

### Permanent residential pitches within the study area

3.16 As Figure 3.5 shows, in February 2022, there were 138 permanent authorised Gypsy and Traveller pitches in Greater Norwich consisting of 84 authorised private pitches (including 27 potential and 4 vacant), 44 local authority owned pitches (including site managed by a leaseholder), and 10 transit pitches (although the latter are currently not in use).



Source: GTAA study area local authorities

## Travelling Showpeople

- 3.17 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.
- 3.18 There are 3 Travelling Showperson's yards consisting of 55 plots in Greater Norwich. 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. Travelling Showpeople, in terms of provision and need are assessed further in chapter 6.

## Summary

- 3.19 The 2011 Census suggests there were 354 Gypsies and Travellers residing in the study area representing about 0.09% of the total population. The 2011 Census records a total of 149 Gypsy and Traveller households residing within the study area who mainly own the accommodation or reside in the social rented sector. The DLUHC July 2021 Count shows that there were 160 Gypsy and Traveller caravans located in the study area. When population size is considered the density of caravans varies with an average of 37 caravans per 100,000 population recorded in Greater Norwich compared with 77 per 100,000 population in South Norfolk, 22 in Broadland, and 12 in Norwich.
- 3.20 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. On average, there were 13 caravans recorded on unauthorised pitches between January 2018 to July 2021 with over half (55%) being recorded in South Norfolk, a third (33%) in Broadland, and around an eighth (12%) in Norwich. On average, the number of caravans on unauthorised pitches has decreased over the period January 2018 to July 2021. However, it should be noted that Covid-19 restrictions may have led to fewer caravans being recorded on unauthorised pitches in July 2021.
- 3.21 In February 2022, there were 138 permanent authorised Gypsy and Traveller pitches in Greater Norwich consisting of 84 authorised private pitches (including 26 potential and 5 vacant), 44 local authority owned pitches, and 10 transit pitches (although the latter are currently not in use).

## 4. Stakeholder consultation

### Introduction

- 4.1 Consultations with a range of stakeholders were conducted to provide qualitative information about the accommodation needs of Gypsies, Travellers and Travelling Showpeople. The aim of the consultation was to obtain both an overall perspective on issues facing these groups, and an understanding of local issues that are specific to the study area. 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.
- 4.2 Stakeholders involved in the consultation included: local authority and local statutory agency representatives from within the study area and neighbouring authorities including planning and planning policy, housing, and enforcement officers; site owners and managers including Broadland Housing Association; and local and national services providing support to the different communities including the Norfolk and Suffolk Gypsy Roma Traveller Service, the National Federation of Gypsy Liaison Groups, and the Showmen's Guild of Great Britain.
- 4.3 Themes 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 and Travelling Showpeople. This chapter highlights the main points that were raised by stakeholders who were consulted. Please note that the below reflects the views of stakeholders and not necessarily the views of the report authors. Also, the comments may relate to areas outside of the Greater Norwich study area.

### Accommodation needs

#### *Gypsies and Travellers*

- 4.4 It was generally acknowledged that there is a lack of accommodation provision throughout the county. This is in terms of both permanent and transit provision. Also, some existing sites are in need of investment and upgrading to meet current standards. It was suggested that some Gypsy and Traveller families often 'get by' by travelling on the road, using transit sites, and residing in bricks and mortar accommodation. Some households may prefer not to reside on sites due to poor site conditions or conflict between families. Social rented pitches, particularly those on larger sites, are not desirable to all households due to poor conditions and a preference to own pitches rather than pay rent.
- 4.5 The local authority site in Norwich is now being managed by Broadland Housing Association. They commented on how there is clearly a need to improvement the site, including increasing the size and quality of pitches and utility blocks. Stakeholders stated



that they are in the process of developing a new site adjoining the existing site. Also, they envisage that improvements taking place on and around the site will help make it more desirable to reside on.

- 4.6 It was suggested that the main drivers of accommodation need are the need for younger people in existing households requiring future separate accommodation, and new accommodation needs arising from households residing in traditional bricks and mortar accommodation wanting a pitch. It was noted that some Gypsy and Traveller households have unsuccessfully attempted to reside in bricks and mortar accommodation. This has resulted in the households being located on unauthorised encampments. Low tolerance to unauthorised encampments often leads to them being displaced to neighbouring districts. Also, households residing on unauthorised encampments often have poorer life-chances, and health and educational outcomes compared with households residing on permanent sites. Two short-stay sites in Breckland and South Norfolk have recently closed. According to a stakeholder from a neighbouring authority, the management of their main Gypsy and Traveller site has been transferred over to the local authority. They are exploring the potential for the site to expand to meet accommodation need up to 2030.

#### ***Travelling Showpeople***

- 4.7 According to one stakeholder, the Hooper Lane site at Sprowston has been at capacity for several years with few, if any, new sites likely to come forward. In relation to the Great Yarmouth local authority area, there are no Travelling Showpeople plots or yards, although since 2017 there has been no locally derived need for new pitches or plots and no unauthorised Travelling Showpeople encampments recorded over the previous 15-20 years. It is probable that the main general accommodation issues identified within the study area during 2017 will remain relevant given that no additional Travelling Showpeople sites across the study area have been allocated to date e.g. overcrowding of existing Travelling Showpeople yards and need for greater storage facilities. However, winter sites are becoming more crowded due to older community members retiring and younger people taking over.

### **Barriers to Accommodation Provision**

- 4.8 Key barriers to new accommodation provision noted by stakeholders included: a lack of suitable or affordable land; competing interests for suitable land; a lack of finance; and the complexity of planning processes. 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.
- 4.9 The process of identifying suitable land was deemed problematic. Land suitable for the development of new sites and yards tends to be too expensive for local Gypsy and Traveller households and is more likely to be used for the development of residential properties. This often leaves small parcels of land for the development of new sites which are not always in locations suitable for the development of new sites. Also, land in more

rural locations is more likely be refused planning permission due to being too remote from services. It may be more financially viable to extend existing sites although larger sites can be difficult to manage a lead to conflict between families.

- 4.10 Stakeholders acknowledged political barriers to new sites. In particular, national planning policy was regarded as encouraging a negative attitude to new provision. The need to evidence 'travelling' weighs heavily in the determination of planning applications leading to planning applications for new sites being refused. There can also be local opposition to the development or extension of sites.

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

- 4.11 According to one stakeholder, most unauthorised encampments in the local district arise from families that have local roots. Some households may have permanent pitches or alternative accommodation but travel for cultural reasons. There are a small number of Gypsy and Traveller households who travel for economic reasons who may be reluctant to use transit accommodation and prefer to reside close to areas of work.
- 4.12 There are two such groups in one local area consisting of between 6-8 caravans. One group has a regional connection and travel to undertake gardening work. They stay for longer periods if work requires it. Reasons for travelling cited by stakeholders included to visit family and friends, for work purposes, and for holidays. Gypsy and Traveller households often travel to the Norfolk coast during summer months although determining routes for other travelling purposes can be difficult to determine.
- 4.13 Reasons cited by stakeholders for the occurrence of unauthorised encampments in the county included: a lack of permanent and transit provision; households unable to reside in bricks and mortar accommodation; households locating close to work; an unwillingness to pay for transit accommodation; households travelling for cultural reasons; as a means of being prioritised for accommodation; and due to travelling to attend events such as fairs. The preference of some households is to locate where they can generate an income, close to economic and residential hubs with good transport links. Few families will share a transit site with anyone they do not know. Transit sites may be used on a semi-permanent basis by a single family.
- 4.14 Gypsy and Traveller households on unauthorised encampments may not seek accommodation at a transit site unless directed by the local authority or police. However, transit sites are important as they enable local authorities or police to direct households on unauthorised encampments to them. According to a stakeholder from a neighbouring authority, they have experienced very few unauthorised encampments since the local authority site was expended in 2010. It was suggested that Planning Policy for Traveller Sites (PPTS) (2015) has led to a reduction in the number of new sites and a subsequent increase in unauthorised encampments. The Norfolk & Suffolk Gypsy, Roma and Traveller

Service provides assistance to landowners on how to manage unauthorised encampments on their land across Norfolk, Suffolk and the wider East Anglian region. It also manages Traveller sites on behalf of other local authorities.

- 4.15 There was no agreement by stakeholders on the need for transit provision in the study area. One stakeholder was aware of a transit site in Breckland on the A11, near Thetford, which is no longer in use. It was suggested that the study area and neighbouring authorities consider the negotiated stopping places policy as implemented in Leeds. Discussions between the Norfolk local planning authorities are currently underway to consider the benefits and challenges of pursuing such a policy.

### **Relationship between the travelling and settled communities**

- 4.16 Stakeholders described the relationship between the travelling and settled communities as 'variable'. There is sometimes a sense of mistrust between the communities. The settled community sometimes have negative views about the travelling communities and may question the ethnic identity of households who no longer travel. It is unhelpful that a minority of Gypsy and Traveller households leave unauthorised sites in poor condition. According to a stakeholder from a neighbouring authority, there has been incidents of anti-social behaviour in the area adjacent to the Gypsy and Traveller site.
- 4.17 In terms of improving relations between the different communities, it was suggested that there needs to be better education and social awareness of the travelling communities. Great Yarmouth Borough Council employ two Gypsy and Traveller Liaison Officers whose role is to help bridge connections between communities. There is also a need for more positive messages about the travelling communities by local authorities and in the media.

### **Health and education needs**

- 4.18 According to stakeholders, responses to regular welfare assessments do not highlight any specific issues, although there is anecdotal evidence that households residing on unauthorised encampments may experience mental health issues. Also, that Gypsy and Traveller households have worse health and education outcomes compared to the settled community. However, members of the travelling communities may be less likely to report such issues to relevant agencies. In response, Norfolk County Council provide a Traveller Education Service. A health issue on one site in a neighbouring local authority was that around a third of adults on the site refused a Covid-19 vaccination.

### **Communication**

- 4.19 It was suggested that there needs to be better cooperation between local authorities in relation to issues concerning Gypsies, Travellers, and Travelling Showpeople. Local authorities tend to react to traveller issues e.g. in relation to unauthorised encampments. There is insufficient cooperation to resolve issues around unauthorised encampments or to improve

relations with the travelling community. Financial constraints mean that local authorities are not always able to take a proactive response to issues regarding the travelling communities. For example, suitable land is usually prioritised for residential development, as this yields a greater capital return compared to providing traveller sites.

- 4.20 There is need for improvement, particularly when assessing needs and understanding the requirements and travelling patterns of the travelling communities at county or subregional levels. There is a need to work in a joined-up way across the whole of Norfolk and agree sites for long- and short-term stays as well as a policy on tolerated sites. According to a stakeholder from a neighbouring authority, the Ipswich Strategic Planning Area (which covers the former Suffolk Coastal part of East Suffolk, Ipswich, Babergh and Mid Suffolk) has a Statement of Common Ground on cross-boundary planning matters which includes Gypsies and Travellers.

## Summary

- 4.21 The stakeholder consultation offered important insights into the main issues faced by the travelling community within the county. It was generally acknowledged that there is a lack of both permanent and transit accommodation provision. Also, some existing sites are in need of investment and upgrading to meet current standards. Social rented pitches, particularly those on larger sites, are not desirable to all households due to poor conditions and a preference to own pitches rather than pay rent.
- 4.22 It was suggested that the main drivers of accommodation need are the need for younger people in existing households requiring future separate accommodation, and accommodation need arising from households residing in bricks and mortar accommodation wanting a pitch. In relation to Showpeople, it was suggested that if accommodation need remains the same as that identified by the 2017 GTAA as no new yards have been developed.
- 4.23 Key barriers to new accommodation provision noted by stakeholders included: a lack of suitable or affordable land; competing interests for suitable land; a lack of finance; and the complexity of planning processes. 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. Also, land in more rural locations is more likely be refused planning permission due to being too remote from services. It may be more financially viable to extend existing sites although larger sites can be difficult to manage a lead to conflict between families.
- 4.24 Most unauthorised encampments derive from families that have local roots. Some households may have permanent pitches or alternative accommodation but travel for cultural reasons. There are a small number of Gypsy and Traveller households who travel for economic reasons who may be reluctant to use transit accommodation and prefer to reside close to areas of work.

- 4.25 Reasons cited by stakeholders for the occurrence of unauthorised encampments in the county included: a lack of permanent and transit provision; households unable to reside in bricks and mortar accommodation; households locating close to work; an unwillingness to pay for transit accommodation; households travelling for cultural reasons; as a means of being prioritised for accommodation; and due to travelling to attend events such as fairs. Gypsy and Traveller households on unauthorised encampments may not seek accommodation at a transit site unless directed by the local authority or police.
- 4.26 There was no agreement by stakeholders on the need for transit provision in the study area. It was suggested that the study area and neighbouring authorities consider the negotiated stopping places policy as implemented in Leeds. Discussions between the Norfolk local planning authorities are currently underway to consider the benefits and challenges or pursuing such a policy.
- 4.27 Stakeholders described the relationship between the travelling and settled communities as 'variable'. There is sometimes a sense of mistrust between the communities. The settled community can sometimes have negative views about the travelling communities who sometimes question the ethnic identity of households who no longer travel. In terms of improving relations between the different communities, it was suggested that there needs to be better education and social awareness of the travelling communities. There is also a need for more positive messages about the travelling communities by local authorities and in the media.
- 4.28 According to stakeholders, regular welfare assessments do not highlight any specific issues, although there is anecdotal evidence that households residing on unauthorised encampments may experience mental health issues. Also, Gypsy and Traveller households have worse health and education outcomes compared to the settled community. In response, Norfolk County Council provide a Traveller Education Service.
- 4.29 Finally, in relation to issues concerning cooperation on Gypsy, Travellers and traveling Showpeople issues between different authorities and agencies, it was suggested that there needs to be better cooperation between local authorities. There is a need to work in a joined-up way across the whole of Norfolk and agree sites for long- and short-term stays as well as a policy on tolerated sites.

## 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 consultation and 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 and community (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 (including occupied, vacant, and potential), sites and pitches with temporary planning permission, unauthorised developments, and transit provision within the study area.
- 5.3 Table 5.2 provides further information concerning the unauthorised developments across the study area. These are sites that were in use at the time of the consultation but did not have planning permission for the use of a pitch for accommodation for Gypsies and Travellers.
- 5.4 Table 5.3 presents the 128 pitches across the study area with planning permission. At the time of the consultation, 97 were occupied by Gypsies and Travellers, 27 pitches with planning permission were not developed for use and 4 were developed but vacant, equating to 128. There is also a transit site, with 10 pitches. This equates to the 138 authorised pitches.
- 5.5 Due to Covid-19 restrictions, whilst accommodation need arising from each site and pitch was determined, the consultation methods sometimes varied. For example, when direct consultation with households was not possible, information regarding pitch occupancy, travelling patterns, and accommodation needs was obtained using reliable sources such as relatives, neighbours, and site owners and managers. This resulted in consultation and data collection representing over 90% of all known authorised pitches and sites.

Table 5.1 Greater Norwich Gypsy and Traveller pitches					
Occupied Authorised Pitches	Vacant Authorised Pitches	Potential Authorised Pitches	Temporary Authorised Pitches	Unauthorised Development Pitches	Transit Pitches
97	4	27	0	14	10

Source: Study area local authorities

Table 5.2 Greater Norwich Gypsy and Traveller Unauthorised Development Pitches	
Sites	Pitches
Broadland 1	1
Broadland 2	1
South Norfolk 1	8
South Norfolk 2	2
South Norfolk 3	2
<b>Total</b>	<b>14</b>

Source: Study area local authorities

Table 5.3 Greater Norwich Gypsy and Traveller Occupied Authorised pitches				
Sites	Authorised Pitches	Occupied Pitches	Potentials	Vacant
Broadland 1	3	3	0	0
Broadland 2	2	2	0	0
Broadland 3	2	1	1	0
Broadland 4	1	1	0	0
Broadland 5	1	1	0	0
Broadland 6	4	4	0	0
Broadland 7	13	9	4	0
Norwich City 1	34	18	16	0
South Norfolk 1	6	3	3	0
South Norfolk 2	1	1	0	0
South Norfolk 3	18	18	0	0
South Norfolk 4	5	4	0	1
South Norfolk 5	4	1	3	0
South Norfolk 6	4	4	0	0
South Norfolk 7	2	2	0	0
South Norfolk 8	8	8	0	0
South Norfolk 9	1	1	0	0
South Norfolk 10	2	2	0	0
South Norfolk 11	6	6	0	0
South Norfolk 12	1	1	0	0
South Norfolk 13	8	5	0	3
South Norfolk 14	1	1	0	0
South Norfolk 15	1	1	0	0
<b>Total</b>	<b>128</b>	<b>97</b>	<b>27</b>	<b>4</b>

Source: Study area local authorities

5.6 The consultation included questions regarding issues such as family composition (per pitch), accommodation and facilities, the condition, ownership, management and suitability of current sites and pitches (including facilities and services), occupancy of existing pitches (including the number of, and reasons for, vacant and / or undeveloped pitches, and future plans for pitches), travelling patterns, and accommodation needs.

- 5.7 The number and location of pitches were determined using local authority data. Households were consulted on key issues regarding accommodation needs. 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). Locations where planning permission has lapsed, refused or withdrawn, or where enforcement action has previously taken place, were also visited to confirm occupancy and use.
- 5.8 Although attempts were made to access Gypsies and Traveller households residing in bricks and mortar accommodation, it was not possible to consult with them. However, an alternative method of 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

### **Accommodation need**

- 5.9 Additional accommodation need derives from households residing on unauthorised development pitches (including those that are identified as tolerated but without full planning status), and households residing on authorised sites requiring more space. Accommodation need also derives from households residing in bricks and mortar accommodation. Households residing on sites, and stakeholders, commented on how it is important to acknowledge this component of accommodation need. Importantly, the GTAA determines household need rather than demand for additional accommodation.
- 5.10 Households with accommodation need stated their desire to stay with or close to family. No households residing on sites expressed an interest in residing in a house. Owners of sites with space to accommodate their own additional need are considering applying for planning permission to develop additional pitches.
- 5.11 Whilst the local authority sites have waiting lists, this assessment does not include them in the accommodation needs calculations as they are unreliable indicators of need. For example, households registered on several waiting lists for pitches could lead to double-counting.



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

**Requirement for residential pitches Years 1-5:**

- 5.13 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 consultation. The results of this are shown in Tables 5.4 and 5.5 below, while the subsequent section contains explanations of the sourcing and calculation of figures for each step.
- 5.14 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, whilst the PPTS column only includes the accommodation needs of households who meet the PPTS 2015 definition i.e. have not permanently ceased to travel.

**Ethnic**

5.4: Estimate of the need for permanent residential site pitches: Years 1-5	
1) Current occupied permanent residential site pitches	97
2) Number of unused residential pitches available	4
3) Number of existing pitches expected to become vacant through mortality in next 5 years	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 in next 5 years	27
Total Additional Supply	34
<i>Additional residential need</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	14
12) Households currently overcrowded (or hidden family members) on pitches seeking residential pitches in the area, excluding those containing emerging household in step 8	18
13) Net new households expected to arrive from elsewhere	0
14) New family formations expected to arise from within existing households	20
15) Households in housing but with a psychological aversion to housed accommodation	10
Total Need	62
<i>Balance of Need and Supply</i>	
Total Additional Pitch Requirement	28
Annualised Additional Pitch Requirement	6

Source: GTAA 2022

**PPTS**

5.5: Estimate of the need for permanent residential site pitches: Years 1-5	
1) Current occupied permanent residential site pitches	97
2) Number of unused residential pitches available	4
3) Number of existing pitches expected to become vacant through mortality in next 5 years.	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 in next 5 years	27
Total Additional Supply	34
<i>Additional residential need</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	14
12) Households currently overcrowded (or hidden family members) on pitches seeking residential pitches in the area, excluding those containing emerging household in step 8	14
13) Net new households expected to arrive from elsewhere	0
14) New family formations expected to arise from within existing households	16
15) Households in housing but with a psychological aversion to housed accommodation	0
Total Need	44
<i>Balance of Need and Supply</i>	
Total Additional Pitch Requirement	10
Annualised Additional Pitch Requirement	2

Source: GTAA 2022

**Requirement for residential pitches Years 1 - 5: steps of the calculation**

5.15 Information from local authorities and the census plus evidence from the consultation 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 consultation period)
- The number of unauthorised developments (during the consultation period)
- The number of temporary pitches
- The number of vacant pitches
- The number of planned or potential new pitches
- The number of transit pitches

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

### **Supply of pitches**

- 5.17 Supply steps 1 to 6 are the same irrespective of which definition of accommodation need used.

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

- 5.18 Based on information provided by the councils and corroborated by site visits and household consultation there are 97 occupied pitches (see table 5.3 above).

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

- 5.19 There are currently 4 vacant pitches across 2 sites in South Norfolk (see table 5.3 above).

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

- 5.20 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>19</sup> The application of a mortality rate of 2.825% over the 5-year period results in an additional supply of 3 pitches across the study area.

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

- 5.21 As there are no family units with a desire to leave the study area, resulting in a supply of 0 pitches.

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

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

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<sup>19</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.

**Step 6: Residential pitches with planning permission at time of assessment are planned to be built or brought back into use**

5.23 This is determined by local authority data and from an assessment of sites during visits. Such pitches are referred to as 'potential'. This means that the pitches have been granted planning permission but have not yet been developed. Potential pitches include those which have been partly developed, or which were previously occupied but are currently not occupied and in need of redevelopment. There are 27 potential pitches in the study area that are expected to be built or brought back into use in the study area during years 1-5. This includes:

- 16 pitches – due to the development of a new local authority site in Norwich and upgrading of the existing local authority site. The existing local authority site consisting of 16 pitches in Norwich is due to be redeveloped in terms of increasing pitch size, improving utility blocks, and general improvement of site condition and facilities. However, if the redevelopment leads to a reduction in pitch supply, or there is a requirement for a planning application for any of the pitches, then accommodation needs will increase accordingly. This is because Step 6 of the accommodation needs tables ('residential pitches planned to be built or to be brought back into use in next 5 years') only refers to pitches which have already gained planning permission at the time of the assessment (2021/2022).
- 11 pitches across 4 family sites with most allocated to those identified in steps 12 and 14 of Tables 5.4 and 5.5 (see Table 5.3 above).

**Need for pitches**

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

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

5.25 This is determined by local authority data. It is assumed that families residing on pitches whose planning permission expires within this period will still require accommodation within the study area. The pitches are removed from supply rather than added to accommodation need in order to emphasise that they form part of the supply until temporary planning permission expires. However, as there are currently no pitches with temporary planning permission located in the study area this does not impact on accommodation need.

**Step 8: Family units on pitches seeking residential pitches in the study area**

- 5.26 This is determined by site consultation data. These family units reported that they 'needed or were likely' to move to a different home in the next five years, and wanted to stay on an authorised site, or that they were currently seeking accommodation.
- 5.27 This category of accommodation need overlaps with those moving due to overcrowding, counted in step 12, and so any family units which both are overcrowded and seeking accommodation are deducted from this total. This generates a total need of 0 pitches in the study area.

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

- 5.28 This is determined by site consultation data. However, as the transit site was not open at the time of the consultation, there were no households on the transit site. These family units reported that they required permanent pitches within the study area in the next five years. There was 0 need resulting from this source.

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

- 5.29 Guidance (DCLG 2007) indicates that it should be considered whether alternative accommodation is required for families residing on unauthorised encampments. Using site consultation data, it has been calculated how many families on unauthorised encampments want residential pitches in the study area. Please note that only Gypsies and Travellers requiring permanent accommodation within the study area have been included in this calculation – transiting Gypsies and Travellers are included in separate calculations. At the time of the consultation, no additional pitches were required from this source.

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

- 5.30 From consultation and data from the councils, there are 14 identified unauthorised developments (including those pitches regarded by the local authority as tolerated). This will result in the need of 14 residential pitches over the 5-year period ('ethnic definition'), and 14 pitches ('PPTS' definition). These were identified following gathering and analysis of council data and visiting sites (including those refused planning permission and placed with enforcement action) to confirm existence, occupancy and need.
- 5.31 There were 15 unauthorised development sites visited which had either: been refused planning permission; had temporary planning permission which has since lapsed; or had enforcement action undertaken against occupation. An accommodation need of 14 pitches arose from 5 of the 15 sites (see Table 5.3 above).

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

- 5.32 Pitches are overcrowded if there is insufficient space to accommodate household members and/or the pitch is unable to accommodate the number of caravans required to accommodate all household members. Pitches can also be overcrowded due to 'hidden' and / or additional households residing on the pitch without alternative accommodation (households 'doubling-up'). This includes adult children, other types of family members, and households in the process of divorce or separation in need of a separate pitch(es).
- 5.33 This results in a need for 18 additional pitches over the first five-year period ('ethnic' definition), and 14 pitches ('PPTS' definition) across the study area.

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

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

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

- 5.35 This relates to the number of household members aged 15 years or over who require a separate pitch in the study area over the first 5-year period including those who will form a new household. This results in a need for 20 additional pitches ('ethnic' definition) and 16 pitches ('PPTS' definition). Not meeting the accommodation need arising from this source over the first 5-year period could lead to overcrowding.

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

- 5.36 Whilst not a medical condition, 'psychological aversion' is a term that is accepted as part of accommodation assessments in encapsulating a range of factors that demonstrate a cultural aversion to residing in bricks and mortar accommodation (see DCLG October 2007)<sup>20</sup>. The factors concerned can include feelings of depression, stress, sensory deprivation, feeling trapped, feeling cut off from social contact, a sense of dislocation with the past, feelings of claustrophobia. Proven psychological aversion to residing in bricks and mortar accommodation is one factor used to determine accommodation need.
- 5.37 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. It is assumed that the number of Gypsy and Traveller households residing in bricks and

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<sup>20</sup> DCLG, Consultation on revised planning guidance in relation to Travelling Showpeople, January 2007.

mortar accommodation equates to the number of households residing on authorised pitches i.e. by applying a 1-1 ratio it is assumed that there are 97 households residing in bricks and mortar accommodation (see Table 5.1 above).

- 5.38 From previous GTAAs 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 GTAAs 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 GTAAs to be sound. This will result in the formation of 10 households requiring pitches over the five-year period ('ethnic definition'). Need based on the PPTS have not been included, as the Greater Norwich local authorities have confirmed that they will consider the accommodation need arising from households with psychological aversion through a criteria-based policy

### **Balance of Need and Supply**

- 5.39 From the above the total additional pitch requirement is calculated by deducting the supply from the need.

Table 5.6: Summary of Gypsy and Traveller pitch needs Years 1-5		
	Ethnic	PPTS
Supply	34	<b>34</b>
Need	62	<b>44</b>
<b>Difference</b>	28	<b>10</b>

Source: GTAA 2022

### **Requirement for residential pitches Years 6-16:**

- 5.40 Considering future accommodation need it assumed that those families with need 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 14 above), mortality, and movement into and out of the study area accommodation need 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 base figures include both authorised occupied and vacant pitches, whilst the year 6 base figures assume that any potential pitches have been developed.
- 5.41 If any of the 27 potential pitches expected to be developed in the first 5-year period were not developed and/or occupied by members of the Gypsy and Traveller community, then the need would increase accordingly. For example, if 4 of 27 pitches were not developed, then the accommodation need would increase by 4 pitches. Similarly, if the pitches were



occupied by non-Gypsies and Travellers, then the accommodation need would remain. The above also relates to the 4 vacant pitches.

5.42 Year 6 pitch base figures are determined by a number of factors including:

- the number of occupied pitches in February 2022 (as determined by the household consultation)
- the number of vacant pitches in February 2022 (as determined by the household consultation)
- the number of potential pitches (as determined by local authority data)
- accommodation need for the first five-year period (as determined by the GTAA)

5.43 It is assumed that by Year 6 vacant pitches will be occupied, potential pitches will have been developed and occupied, and any additional need would have been met.

5.44 In relation to this accommodation assessment, analysis of the current population indicates that an annual household growth rate of 1.68% per annum (compound) equating to a 5-year rate of 8.7% is more appropriate. This is based on an analysis of local demographics including: current population numbers, the average number of children per household, older children becoming adults, and a household formation rate.

5.45 The following tables show the accommodation need for Greater Norwich for years 6-10, 11-15 and year 16 of the local plan period.

Table 5.7: Estimate of the need for Gypsy and Traveller pitches Years 6-10		
	Ethnic	PPTS
1) Estimated pitches occupied by Gypsies and Travellers	156	<b>138</b>
<i>Supply of pitches</i>		
2) Pitches expected to become vacant due to mortality	4	<b>4</b>
3) Number of family units on pitches expected to move out of the study area	0	<b>0</b>
Total Supply	4	<b>4</b>
<i>Need for pitches</i>		
4) Family units moving into the study area (100% of outflow)	0	<b>0</b>
5) Newly forming family units	14	<b>12</b>
Total Need	14	<b>12</b>
<i>Additional Need</i>		
<b>Total additional pitch requirement</b>	10	<b>8</b>
Annualised additional pitch requirement	2	<b>2</b>

Source: GTAA 2022

Table 5.8: Estimate of the need for Gypsy and Traveller pitches Years 11-15		
	Ethnic	PPTS
1) Estimated pitches occupied by Gypsies and Travellers	166	<b>146</b>
<i>Supply of pitches</i>		
2) Pitches expected to become vacant due to mortality	5	<b>4</b>
3) Number of family units on pitches expected to move out of the study area	0	<b>0</b>
Total Supply	5	<b>4</b>
<i>Need for pitches</i>		
4) Family units moving into the study area (100% of outflow)	0	<b>0</b>
5) Newly forming family units	15	<b>13</b>
Total Need	15	<b>13</b>
<i>Additional Need</i>		
<b>Total additional pitch requirement</b>	10	<b>9</b>
Annualised additional pitch requirement	2	<b>2</b>

Source: GTAA 2022

Table 5.9: Estimate of the need for Gypsy and Traveller pitches Year 16		
	Ethnic	PPTS
1) Estimated pitches occupied by Gypsies and Travellers	176	<b>155</b>
<i>Supply of pitches</i>		
2) Pitches expected to become vacant due to mortality	1	<b>1</b>
3) Number of family units on pitches expected to move out of the study area	0	<b>0</b>
Total Supply	1	<b>1</b>
<i>Need for pitches</i>		
4) Family units moving into the study area (100% of outflow)	0	<b>0</b>
5) Newly forming family units	3	<b>3</b>
Total Need	3	<b>3</b>
<i>Additional Need</i>		
<b>Total additional pitch requirement</b>	2	<b>2</b>
Annualised additional pitch requirement	0	<b>0</b>

Source: GTAA 2022

Table 5.10: Summary of Gypsy and Traveller accommodation needs Years 6-16		
Period	Ethnic definition	PPTS 2015 definition
Years 6-10	10	<b>8</b>
Years 11-15	10	<b>9</b>
Year 16	2	<b>2</b>
<b>Years 6-16</b>	22	<b>19</b>

Source: GTAA 2022

## Requirements for transit pitches / negotiated stopping arrangements

5.46 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 of

local authorities adopt the negotiated stopping place policy, it could be implemented on an individual local authority, across the study area, or countywide basis.

- 5.47 The term ‘negotiated stopping’ is used to describe agreed short-term provision for transient Gypsies and Travellers. Caravans on negotiated stopping places are allowed to stay for an agreed amount of time. This could be on private or public land providing the encampment does not cause any danger, problems or nuisance to its occupants or local community. The arrangement is between the local authority, police, the transient households (and landowner if situated on privately owned land).
- 5.48 The location of a negotiated stopping place could be where the transient household is located at the time they are identified. If not appropriate, the household could be moved on to an appropriate alternative location. It is important for 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.

## Summary

- 5.49 This chapter has provided both quantitative and qualitative data regarding key characteristics of respondent households residing on Gypsy and Traveller sites. Accommodation needs resulting from the calculations in the tables above for the study area and the three constituent local authorities.
- 5.50 Whilst the local planning authority needs to address the accommodation need identified below, it is also recommended that the local plan incorporates a criteria-based policy which takes into consideration any planning applications that might materialise over the plan period from households whose existence was not known at the time of the 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 need should be considered separate to the need identified below and could be met through windfall applications.

Period	Ethnic definition	PPTS 2015 definition
Years 1-5	28	<b>10</b>
Years 6-10	10	<b>8</b>
Years 11-15	10	<b>9</b>
Year 16	2	<b>2</b>
<b>Years 1-16</b>	<b>50</b>	<b>29</b>

Source: GTAA 2022

## 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. Given the presence of Travelling Showpeople in the study area and that they face similar accommodation issues to Gypsies and Travellers (e.g. difficulty in finding affordable land suitable for development) they have been included in this report.
- 6.2 There are 55 Travelling Showpeople plots located within the study area, across three yards. Two yards are located in Norwich and one in South Norfolk area. One of the yards, with 50 plots owned and managed by the Norwich & Eastern Showmen's Guild. The other two yards are small private family yards with a total of 5 plots between them. Both yards in Norwich are overcrowded, with households in need of accommodation. In response to Covid-19 government guidance and restrictions, the methodological approach was adapted. With the help of the Eastern Regional Showmen's Guild, 100% of all 55 plots and occupiers are included in this assessment.
- 6.3 The consultation included questions regarding a number of issues such as family composition (per plot), accommodation and facilities, the condition, ownership, management and suitability of current yard and plots (including facilities and services), occupancy of existing pitches (including the number of, and reasons for, vacant and / or undeveloped pitches and future plans for pitches), travelling patterns, and accommodation needs.
- 6.4 The number and location of plots were determined using local authority data. Households were consulted on key issues regarding accommodation needs. The combination of local authority data, yard visits, consultation with households, and the Norwich & Eastern Showmen's Guild helped to clarify the status of plots (i.e. which plots are occupied by members of the Travelling Showmen's community, vacant plots, overcrowded plots, plots occupied by household members with a need for separate accommodation, and hidden households, amongst other needs issues).

### Accommodation need

- 6.5 Additional accommodation need derives from households residing on overcrowded plots and from growing families (as children get older and in need of their own plot). Households desire to stay with or close to family. No households residing on yards expressed an interest in residing in a house. The accommodation needs calculations determine the need

for additional accommodation based on the capacity of yards to accommodate current household members, vehicles, and equipment, rather than demand for additional accommodation.

### Requirement for residential plots years 1-5

6.6 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 yard consultation. The results of this are shown in Table 6.1 below, while the subsequent section contains explanations of the sourcing and calculation of figures for each step.

6.7 As discussed in Chapter 2, there are differing interpretations of the PPTS (August 2015) definition of Travelling Showpeople. However, as all of the households travel and all meet both the PPTS definition and the work interpretation, only one needs figure is provided.

6.1: Estimate of the need for Travelling Showpeople permanent residential plots Years 1-5 (inclusive)	
1) Current occupied permanent residential site plots	55
Current residential supply	
2) Number of unused residential plots available	0
3) Number of existing plots expected to become vacant through mortality	2
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 plots planned to be built or to be brought back into use	0
Total Supply	2
Current residential need: Plots	
7) Seeking permanent permission from temporary plots	0
8) Households (on plots) seeking residential plots in the area, excluding those counted as moving due to overcrowding in step 12	0
9) Households on transit plots requiring residential plots in the area	0
10) Households on unauthorised encampments requiring residential plots in the area	0
11) Households on unauthorised developments requiring residential plots in the area	0
12) Households currently overcrowded (or hidden family members) on plots seeking residential plots in the area, excluding those containing an emerging household in step 8	17
13) Net new households expected to arrive from elsewhere	0
14) New family formations expected to arise from within existing households on sites	12
Total Need	29
Balance of Need and Supply	
Total Additional Plot Requirement	<b>27</b>
Annualised Additional Plot Requirement	6

Source: GTAA 2022

### Requirement for residential plots years 1-5: steps of the calculation

6.8 Information from local authorities and evidence from the yard consultation 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 consultation period)
- The number of unauthorised developments (during the consultation period)
- The number of temporary plots
- The number of vacant plots
- The number of planned or potential new plots
- The number of transit plots

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

## Supply of plots

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

6.10 There are currently 3 authorised yards with planning permission for 55 plots, with all occupied.

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

6.11 As the plots are all occupied there are 0 unused plots.

### **Step 3: Number of existing plots expected to become vacant**

6.12 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 the mortality. This results in an additional 2 plots.

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

6.13 This was determined by consultation 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 0 plots.

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

6.14 This was determined by consultation 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.

6.15 As with step 4, a supply of 0 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**

6.16 This can include plots which have been partly developed or which were previously occupied but are now vacant and in need of redevelopment. There are 0 plots in the study area that are expected to be built or brought back into use during the period of the first five years.

**Need for plots**

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

6.17 This is determined by local authority data. It is assumed families residing on plots whose planning permission expires within the period years 1-5 will still require accommodation within the study area. There are currently 0 plots with temporary planning permission located in the area.

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

6.18 This was determined by consultation 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.

6.19 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 0 plots in the study area.

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

6.20 This generates a total need of 0 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**

6.21 There were 0 households residing on unauthorised encampments interviewed during the consultation period, so there is a need of 0 plots arising from this source.

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

6.22 There are no unauthorised plots in the study area and therefore there is a need of 0 plots.

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

6.23 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 17 plots in the study area.

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

6.24 This generates a total need of 0 plots in the study area.

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

6.25 This generates a total need of 12 plots in the study area.

**Balance of Need and Supply**

6.26 From the above the net additional plot requirement is calculated by deducting the supply from the need.

Table 6.2: Summary of Travelling Showpeople plot needs Years 1-5	
Supply	<b>2</b>
Need	<b>29</b>
Difference	<b>27</b>

Source: GTAA 2022

**Requirement for residential plots periods 6-16 years:**

6.27 Considering future need, only natural population increase, mortality, and movement into and out of the area need be considered. Please note that the 2022 base figures include both authorised occupied and vacant plots, whilst the base figures following the first five-year period, assume that any potential plots have been developed.

6.28 In relation to this accommodation assessment, analysis of the current population indicates that an annual household growth rate of 2.10% per annum (compound) equating to a 5-year rate of 10.9% is more appropriate. This is based on an analysis of various factors derived from site consultation including: current population numbers, the average number of children per household, older children becoming adults, and a household formation rate.

6.29 The following tables show the accommodation need for Greater Norwich for years 6-10, 11-15 and year 16 of the local plan period.

Table 6.3: Estimate of the need for Showpeople plots Years 6-10	
1) Estimated pitches occupied by Travelling Showpeople	85
<i>Supply of plots</i>	
2) Pitches expected to become vacant due to mortality	2
3) Number of family units on pitches expected to move out of the study area	0
Total Supply	2
<i>Need for plots</i>	
4) Family units moving into the study area (100% of outflow)	0
5) Newly forming family units	9
Total Need	9
<i>Additional Need</i>	
<b>Total additional pitch requirement</b>	<b>7</b>
Annualised additional pitch requirement	2

Source: GTAA 2022



Table 6.4: Estimate of the need for Showpeople plots Years 11-15	
1) Estimated pitches occupied by Travelling Showpeople	92
<i>Supply of plots</i>	
2) Pitches expected to become vacant due to mortality	3
3) Number of family units on pitches expected to move out of the study area	0
Total Supply	3
<i>Need for plots</i>	
4) Family units moving into the study area (100% of outflow)	0
5) Newly forming family units	10
Total Need	10
<i>Additional Need</i>	
<b>Total additional pitch requirement</b>	<b>7</b>
Annualised additional pitch requirement	1

Source: GTAA 2022

Table 6.5: Estimate of the need for Showpeople plots Year 16	
1) Estimated pitches occupied by Travelling Showpeople	99
<i>Supply of plots</i>	
2) Pitches expected to become vacant due to mortality	0
3) Number of family units on pitches expected to move out of the study area	0
Total Supply	0
<i>Need for plots</i>	
4) Family units moving into the study area (100% of outflow)	0
5) Newly forming family units	2
Total Need	0
<i>Additional Need</i>	
<b>Total additional pitch requirement</b>	<b>2</b>
Annualised additional pitch requirement	2

Source: GTAA 2022

## Summary

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

6.6: Summary of Travelling Showpeople accommodation needs (plots)	
Years 1–5	27
Years 6–10	7
Years 11-16	7
Year 16	2
<b>Years 1-16</b>	<b>43</b>

Source: GTAA 2022

## 7. Conclusion and recommendations

### Introduction

- 7.1 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.
- 7.2 The chapter begins by presenting an overview of the policy changes, followed by review of the needs and facilitating the needs of Gypsy and Traveller sites, and Travelling Showpeople, and then concludes with key recommendations.
- 7.3 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, key stakeholders, and boat yard managers and owners. The consultation was undertaken in a Covid-19 safe manner i.e. it followed government guidance and restrictions. Due to Covid-19, a combination of direct consultation with households and proxy consultation with members of the community (including site/ yard owners / managers, neighbours and relatives) was undertaken, some of which was undertaken over the phone.

### Accommodation need

- 7.4 The following outlines the accommodation need for each of the community groups for the Local Plan period of 16 years (base date 2022).

#### *Gypsies and Travellers*

Table 7.1: Summary of Gypsy and Traveller accommodation needs 16-year period (pitches)		
Period	Ethnic definition	PPTS 2015 definition
Years 1-5	28	<b>10</b>
Years 6-10	10	<b>8</b>
Years 11-15	10	<b>9</b>
Year 16	2	<b>2</b>
<b>Years 1-16</b>	<b>50</b>	<b>29</b>

Source: GTAA 2022

## Travelling Showpeople

7.2: Summary of Travelling Showpeople accommodation needs 16-year period (plots)	
Years 1–5	<b>27</b>
Years 6–10	<b>7</b>
Years 11-15	<b>7</b>
Year 16	<b>2</b>
<b>Years 1–16</b>	<b>43</b>

Source: GTAA 2022

## Transit provision

- 7.5 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.
- 7.6 Agreements could be made with households residing on sites and allowing visiting family and friends to stay for agreed periods of time. This would lead to fewer unauthorised encampments which adversely impact on the local community.

## Summary

- 7.7 There is an overall accommodation need in the local authority area over a 16-year period for 50 additional pitches (ethnic definition), and 29 pitches (PPTS 2015 definition). There is also a need for 43 additional Travelling Showpeople plots during the same period. The local planning authority will work with the Broads Authority to address any additional boat dweller permanent and transit moorings identified within the Greater Norwich area within their forthcoming assessment. It is recommended that Greater Norwich has 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.
- 7.8 It is recommended that the local planning authorities seek to meet the PPTS need (as required) with 'ethnic' need covered by a criteria-based policy. This will not only demonstrate knowledge of the overall accommodation need of all Gypsies and Travellers, but also demonstrate that how accommodation need for those who do not meet the PPTS definition are being addressed. The ethnic identified need includes those who both meet the PPTS definition and those who do not (29 who meet the PPTS definition, plus 21 who do not meet the definition). This means that the local authorities would firstly meet the need of 29 (10 within the first 5 years) as its obligation but accept the need of a further 21

(18 within the first 5 years) as potential need if further applications are brought forward through windfalls.

7.9 It is also recommended that the local planning authorities incorporate into the local plan a criteria-based policy which consider planning applications that might materialise over the plan period from households whose existence was not known at the time of the 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 need should be considered separate to the need identified above and could be met through windfall applications.

7.10 In addition to the above in order to meet the specific accommodation need of the different community groups, the report recommends the following:

- 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 need 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 need.
- 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.
- In accordance with the 'Statement of Common Ground', for the local authorities to work closely with the Norwich & Eastern Showmen's Guild to help identify how accommodation needs can best be met.
- It is recommended that the local authorities review the planning of unauthorised developments and consider granting permanent status.

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

- 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 or yards.
- Prior to action being taken against sites or yards being used without planning permission, the local authorities, in partnership with landowners, occupants and relevant agencies (e.g. Showmen's Guild and Gypsy and Traveller support groups),

to review its current, historic and potential planning status, and review the most effective way forward.

- To consider safeguarding Gypsy, Traveller and Travelling Showpeople sites and yards with permanent planning permission for their current use unless it can be demonstrated that they are no longer needed to meet identified need.
- 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.

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

**Gypsy and Traveller**

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

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

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

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

### **Household**

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

### **Irish Traveller**

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

### **Local Authority Sites**

The majority of pitches on local authority owned or managed sites are designed for permanent residential use. The latest published Traveller Caravan Count undertaken in January 2020 suggests that there are a total of 4,503 permanent local authority and private registered provider pitches capable of housing 7,446 caravans.

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

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

### **Negotiated Stopping**

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

### **Net need**

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

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

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

**Newly forming families**

Families 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 need.

**Secondary data**

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

### **Settled community**

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

### **Site**

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

### **Socially rented site**

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

### **Tolerated**

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

### **Transit site/pitch**

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

### **Travelling Showpeople**

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

### **Unauthorised development**

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

### **Unauthorised encampment**

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

### **Unauthorised site**

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