



Newark & Sherwood District Council

Gypsy and Traveller Accommodation Assessment

Final Report

February 2020



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1. Executive Summary

Introduction and Methodology

- 1.1 The primary objective of this Gypsy and Traveller Accommodation Assessment (GTAA) is to provide a robust assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation in Newark & Sherwood District Council (the Council).
- 1.2 As well as updating previous GTAAs, another reason for completing the study was the publication of a revised version of Planning Policy for Traveller Sites (PPTS) in August 2015. This included a change to the definition of Travellers for planning purposes. The key change that was made was the removal of the term “*persons...who have ceased to travel permanently*”, meaning that those who have ceased to travel permanently will not now fall under the planning definition of a Traveller for the purposes of assessing accommodation need in a GTAA (see Paragraph 2.7 for the full definition).
- 1.3 The GTAA provides a credible evidence base which can be used to aid the implementation of Local Plan Policies and, where appropriate, the provision of new Gypsy and Traveller pitches and Travelling Showpeople plots for the period 2019 to 2033/4 to cover the Newark & Sherwood Amended Core Strategy period and the 15-year requirements set out in PPTS. As the Newark & Sherwood Amended Core Strategy period runs from 2013 to 2033, for the purposes of the GTAA supply and demand for the period 2013-2019 has been netted to zero and the GTAA starts with a new baseline of August 2019. The outcomes of this study supersede the outcomes of any previous GTAAs for Newark & Sherwood District Council.
- 1.4 The GTAA has sought to understand the accommodation needs of the Gypsy, Traveller and Travelling Showpeople population in Newark & Sherwood through a combination of desk-based research, stakeholder interviews and engagement with members of the travelling community living on all known sites, yards and encampments. A total of 123 interviews or proxy interviews were completed with Gypsies and Travellers living on sites in Newark & Sherwood. There were no Travelling Showpeople identified in Newark & Sherwood. A total of 14 stakeholder interviews were also completed.
- 1.5 The fieldwork for the study was completed in August 2019 and this is also the baseline date for the study.

Key Findings

Pitch Needs – Gypsies and Travellers

- 1.6 Overall the pitch needs for Gypsies and Travellers for the period 2019-2033/4 are set out below. Needs are set out for those households that met the planning definition of a Gypsy or Traveller; for any undetermined households¹ where an interview was not able to be completed (either due to households refusing to be interviewed, or not being present despite up to three visits to each

¹See Paragraph 3.28 for further information on undetermined households.

- site) who may meet the planning definition; and for those households that did not meet the planning definition – although this is no longer a requirement for a GTAA.
- 1.7 Only the need from those households who met the planning definition and from those of the undetermined households who subsequently demonstrate that they meet it should be formally considered as need arising from the GTAA.
 - 1.8 The need arising from households that met the planning definition should be addressed through site allocation/intensification/expansion Local Plan Policies as appropriate.
 - 1.9 The Council will need to carefully consider how to address any need associated with undetermined Travellers as it is unlikely that all this need will have to be addressed through the provision of conditioned Gypsy or Traveller pitches. In terms of Local Plan Policies, the Council should consider the use of a criteria-based policy (as suggested in PPTS) for any undetermined households, as well as to deal with any windfall applications.
 - 1.10 An example of a robust Criteria-Based Policy that has recently been through Examination can be found in the East Herts District Plan. This was subject to an Examination in Public between October 2017 and January 2018 followed by a period of public consultation on the Main Modifications agreed through the Examination between February and March 2018. Following this, the Inspector issued her Final Report on the Examination of the East Herts District Plan in July 2018. The policy to refer to is *Policy HOU9 Gypsies and Travellers and Travelling Showpeople*.
 - 1.11 In general terms, the need for those households who did not meet the planning definition will need to be addressed as part of general housing need and through separate Local Plan Policies.
 - 1.12 This approach is specifically referenced in the revised National Planning Policy Framework (February 2019). Paragraph 60 of the NPPF sets out that in determining the minimum number of homes needed, strategic plans should be based upon a local housing need assessment conducted using the standard method in national planning guidance. Paragraph 61 then states that '*Within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes*'. The footnote to this section states that '*Planning Policy for Traveller Sites sets out how travellers' housing needs should be assessed for those covered by the definition in Annex 1 of that document.*'
 - 1.13 It is recognised that the Council already has in place an adopted Local Plan that sets out overall housing need. When this plan is reviewed, or a new plan prepared, the findings of this report should be considered as part of future housing mix and type within the context of the assessment of overall housing need in relation to those households that did not meet the planning definition of a Traveller.
 - 1.14 As an example, it is again useful to look at the East Hertfordshire Local Plan that was found to be sound in an Inspectors Report that was issued in July 2018. The Local Plan contains *Policy HOU10 New Park Home Sites for Non-Nomadic (i.e. households that do not meet the planning definition of a Traveller) Gypsies and Travellers and Travelling Showpeople*. This sets out that any applications for planning permission for park homes for Gypsies and Travellers and Travelling Showpeople that do not meet the planning definition must be in accordance with the NPPF and

PPTS and the criteria set out in Policy HOU10, and not under the criteria set out in *Policy HOU9 Gypsies and Travellers and Travelling Showpeople*.

- 1.15 There were 78 Gypsy or Traveller households identified in Newark & Sherwood that met the planning definition; 74 undetermined households that may meet the planning definition; and 45 households that did not meet the planning definition.
- 1.16 There is a need for **118 pitches for households that met the planning definition**. This is made up of 11 unauthorised pitches; 25 concealed or doubled-up households or single adults; 1 movement from bricks and mortar; 15 temporary pitches; 4 from in-migration/roadside; 21 teenagers in need of a pitch in the next 5 years; and 41 from new household formation, derived from the household demographics.
- 1.17 There is a need for **21 pitches for undetermined households**. This is made up of 2 temporary pitches, and new household formation of 19 from a maximum of 74 households (using the ORS national formation rate of 1.50%). If the ORS national average² of 25% were applied this could result in a need for 5 pitches. If the locally derived proportion of households that met the planning definition (63%) were applied this could result in a need for 13 pitches.
- 1.18 Whilst not now a requirement to include in a GTAA, there is a need for **30 pitches for households that did not meet the planning definition**. This is made up of 4 concealed or doubled-up households or single adults; 8 teenagers in need of a pitch in the next 5 years; 1 temporary pitch; and 17 from new household formation, using a rate of 1.70% derived from the household demographics.
- 1.19 Figure 1 summarises the identified need and Figure 2 breaks this down by 5-year periods.

Figure 1 – Need for Gypsy and Traveller households in Newark & Sherwood (2019-33/4)

| Status | 2019-33 | 2034 | Total |
|---------------------------------|---------------------|--------------------|---------------------|
| Meet Planning Definition | 115 | 3 | 118 |
| Undetermined | 19 (25% = 5) | 2 (25% = 0) | 21 (25% = 5) |
| Do not meet Planning Definition | 29 | 1 | 30 |

Figure 2 – Need for Gypsy and Traveller households in Newark & Sherwood that met the Planning Definition by year periods

| Years | 0-5 | 6-10 | 11-14 | 15 | Total |
|-------|---------|---------|---------|------|------------|
| | 2019-24 | 2024-29 | 2029-33 | 2034 | |
| | 77 | 20 | 18 | 3 | 118 |

Plot Needs - Travelling Showpeople

- 1.20 There were no Travelling Showpeople identified living in Newark & Sherwood so there is no current or future need for plots.

Transit Requirements

- 1.21 Due to low historic low numbers of unauthorised encampments, and the existence of private transit pitches, it is not recommended that there is a need for a formal public transit site in Newark & Sherwood at this time. However, there is a need for a more strategic approach to

²Based on over 3,500 interviews completed by ORS across England.

transit provision across Nottinghamshire. In addition, the Council should consider the establishment of a network of emergency stopping places to enable the Police to use their powers to move household on.

- 1.22 The situation relating to levels of unauthorised encampments should be monitored whilst any potential changes associated with PPTS (2015) develop – for example a potential increase in the number of households travelling to seek to meet the current planning definition.
- 1.23 As well as information on the size and duration of the encampments, this monitoring should also seek to gather information from residents on the reasons for their stay in the local area; whether they have a permanent base or where they have travelled from; whether they have any need or preference to settle permanently in the local area; and whether their travelling is a result of changes to PPTS (2015). This information could be collected as part of a Welfare Assessment (or similar).
- 1.24 It is recommended that a review of the evidence base relating to unauthorised encampments, including the monitoring referred to above, should be undertaken on a Nottinghamshire-wide basis. This will establish whether there is a need for investment in any new transit provision or emergency stopping places, or whether a managed approach is preferable.
- 1.25 In the short-term the Council should continue to use its current approach when dealing with unauthorised encampments and management-based approaches such as negotiated stopping agreements could also be considered.
- 1.26 The term ‘negotiated stopping’ is used to describe agreed short-term provision for Gypsy and Traveller caravans. It does not describe permanent ‘built’ transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. Agreements are made between the Council and the (temporary) residents regarding expectations on both sides. See www.leadsgate.co.uk for further information.
- 1.27 Temporary stopping places can be made available at times of increased demand due to fairs or cultural celebrations that are attended by Gypsies and Travellers. A charge may be levied as determined by the local authority although they only need to provide basic facilities including: a cold-water supply; portaloos; sewerage disposal point and refuse disposal facilities. Whilst such events are unlikely to occur in Newark & Sherwood, the Council should still be aware of temporary arrangements that could be put in place if required.

2. Introduction

- 2.1 The primary objective of this Gypsy and Traveller Accommodation Assessment (GTAA) is to provide a robust assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation in Newark & Sherwood. The outcomes of the study will supersede the outcomes of the previous Traveller and Travelling Showpeople Accommodation Needs Assessments completed in Newark & Sherwood.
- 2.2 The study provides an evidence base to enable the Council to comply with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, Planning Practice Guidance (PPG) 2014, Planning Policy for Traveller Sites (PPTS) 2015, the Housing and Planning Act (2016) and the revised National Planning Policy Framework (NPPF) 2019.
- 2.3 The GTAA provides a robust assessment of need for Gypsy, Traveller and Travelling Showpeople accommodation in the study area. It is a credible evidence base which can be used to aid the implementation of Local Plan Policies and the provision of Traveller pitches and plots covering the period 2019 to 2033/34 to meet the Newark & Sherwood Amended Core Strategy period and the 15-year requirements of the PPTS. As well as identifying current and future permanent accommodation needs, it also seeks to identify any need for the provision of transit sites or emergency stopping places.
- 2.4 We would note at the outset that the study covers the needs of Gypsies (including English, Scottish, Welsh and Romany Gypsies), Irish Travellers, New (Age) Travellers, and Travelling Showpeople, but for ease of reference we have referred to the study as a Gypsy and Traveller (and Travelling Showpeople) Accommodation Assessment (GTAA).
- 2.5 The baseline date for the study is August 2019 which was when the household interviews were completed.

Definitions

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

The Planning Definition in PPTS (2015)

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

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

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

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

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

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

Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family’s or dependants’ more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily, but excludes Gypsies and Travellers as defined above.

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

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

Definition of Travelling

- 2.9 One of the most important questions that GTAAs will need to address in terms of applying the planning definition is *what constitutes travelling?* This has been determined through case law that has tested the meaning of the term ‘nomadic’.
- 2.10 **R v South Hams District Council (1994)** – defined Gypsies as “persons who wander or travel for the purpose of making or seeking their livelihood (not persons who travel from place to place without any connection between their movements and their means of livelihood.)” This includes ‘born’ Gypsies and Travellers as well as ‘elective’ Travellers such as New Age Travellers.
- 2.11 In **Maidstone BC v Secretary of State for the Environment and Dunn (2006)**, it was held that a Romany Gypsy who bred horses and travelled to horse fairs at Appleby, Stow-in-the-Wold and the New Forest, where he bought and sold horses, and who remained away from his permanent site for up to two months of the year, at least partly in connection with this traditional Gypsy activity, was entitled to be accorded Gypsy status.
- 2.12 In **Greenwich LBC v Powell (1989)**, Lord Bridge of Harwich stated that a person could be a statutory Gypsy if he led a nomadic way of life *only seasonally*.
- 2.13 The definition was widened further by the decision in **R v Shropshire CC ex p Bungay (1990)**. The case concerned a Gypsy family that had not travelled for some 15 years in order to care for its elderly and infirm parents. An aggrieved resident living in the area of the family’s recently approved Gypsy site sought judicial review of the local authority’s decision to accept that the family had retained their Gypsy status even though they had not travelled for some considerable time. Dismissing the claim, the judge held that a person could remain a Gypsy even if he or she did not travel, provided that their nomadism was held in abeyance and not abandoned.
- 2.14 That point was revisited in the case of **Hearne v National Assembly for Wales (1999)**, where a traditional Gypsy was held not to be a Gypsy for the purposes of planning law as he had stated

that he intended to abandon his nomadic habit of life, lived in a permanent dwelling and was taking a course that led to permanent employment.

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

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

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

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

Legislation and Guidance for Gypsies and Travellers

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

- » Planning Practice Guidance³ (PPG), 2014
- » Planning Policy for Traveller Sites (PPTS), 2015
- » The Housing and Planning Act, 2016
- » National Planning Policy Framework (NPPF), 2019

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

- 2.23 The primary guidance for undertaking the assessment of housing need for Gypsies, Travellers and Travelling Showpeople is set out in the PPTS (2015). It should be read in conjunction with the National Planning Policy Framework (NPPF). In addition, the Housing and Planning Act makes provisions for the assessment of need for those Gypsy, Traveller and Travelling Showpeople households living on sites and yards who do not meet the planning definition – through the assessment of all households living in caravans.

PPTS (2015)

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

- » *Local planning authorities should make their own assessment of need for the purposes of planning.*
- » *To ensure that local planning authorities, working collaboratively, develop fair and effective strategies to meet need through the identification of land for sites.*
- » *To encourage local planning authorities to plan for sites over a reasonable timescale.*
- » *That plan-making and decision-taking should protect Green Belt from inappropriate development.*

³With particular reference to the sections on Housing and Economic Development Needs Assessments

- » *To promote more private Traveller site provision while recognising that there will always be those Travellers who cannot provide their own sites.*
- » *That plan-making and decision-taking should aim to reduce the number of unauthorised developments and encampments and make enforcement more effective.*
- » *For local planning authorities to ensure that their Local Plan includes fair, realistic and inclusive policies.*
- » *To increase the number of Traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply.*
- » *To reduce tensions between settled and Traveller communities in plan-making and planning decisions.*
- » *To enable provision of suitable accommodation from which Travellers can access education, health, welfare and employment infrastructure.*
- » *For local planning authorities to have due regard to the protection of local amenity and local environment.*

2.25 In practice, the document states that (PPTS Paragraph 9):

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

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

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

2.27 Local Authorities now have a duty to ensure a 5-year land supply to meet the identified needs for Traveller sites. However, PPTS 2015 also notes in Paragraph 11 that:

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

Revised National Planning Policy Framework (2019)

- 2.28 The most recent version of the revised National Planning Policy Framework was issued in February 2019. Paragraph 60 of the revised NPPF sets out that in determining the minimum number of homes needed, strategic plans should be based upon a local housing need assessment conducted using the standard method in national planning guidance.
- 2.29 Paragraph 61 then states that *'Within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes'*. The footnote to this section states that *'Planning Policy for Traveller Sites sets out how travellers' housing needs should be assessed for those covered by the definition in Annex 1 of that document.'*
- 2.30 This essentially sets out that the needs of households that meet the planning definition should be assessed under the PPTS and that the needs of households that are not found to meet the planning definition should be assessed as part of the wider housing needs of an area.

3. Methodology

Background

- 3.1 Over the past 10 years, ORS has continually refined a methodology for undertaking robust and defensible Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessments. This has been updated in light of the introduction of the PPG in 2014, changes to PPTS in August 2015, the Housing and Planning Act (2016) and the revised NPPF (2019). It has also responded to changes set out by Planning Ministers, with particular reference to new household formation rates. This is an evolving methodology that has been adaptive to changes in planning policy as well as the outcomes of Local Plan Examinations and Planning Appeals.
- 3.2 PPTS (2015) contains a number of requirements for local authorities which must be addressed in any methodology. This includes the need to pay particular attention to early and effective community engagement with both settled and traveller communities (including discussing travellers' accommodation needs with travellers themselves); identification of permanent and transit site accommodation needs separately; working collaboratively with neighbouring local planning authorities; and establishing whether households fall within the planning definition for Gypsies, Travellers and Travelling Showpeople.
- 3.3 ORS would note that since the changes to the PPTS in August 2015 the ORS GTAA methodology has been repeatedly found to be sound and robust, including through Local Plan Examinations in Cambridge, Cheltenham, Cotswold, East Hertfordshire, Gloucester, Maldon, Milton Keynes, Newham, South Cambridgeshire and Tewkesbury.
- 3.4 The Local Plan Inspector for the Cheltenham, Gloucester and Tewkesbury Joint Core Strategy, following hearings in April 2016 and July 2017, concluded in her final Examination Report that was issued in October 2017:
- 'The methodology behind this assessment incorporates a full demographic study of all occupied pitches, a comprehensive effort to undertake interviews with Gypsy and Traveller households, and consideration of the implications of the new national policy. I am satisfied that the GTAA provides a robust and credible evidence base and I accept its findings.'*
- 3.5 The Inspector for the East Herts District Plan also found the evidence base in relation to Gypsies and Travellers to be sound in her Inspection Report that was issued in July 2018. She concluded:
- 'The need of the travelling community has been carefully and robustly assessed and locations to meet identified needs have been allocated for the plan period. Policy HOU9 sets out the need for 5 permanent pitches for Gypsies and Travellers... the approach to the provision of housing is comprehensive, positively prepared, appropriate to the needs of the area and consistent with national policy.'*

- 3.6 In February 2018 the Council published a Post Hearing Statement on the emerging Gypsy and Traveller Policies. In response to this there were a number of representations in relation to the methodology for the previous Newark & Sherwood GTAA. A summary of these responses can be found below:
- » The GTAA underestimated need by failing to include an accurate site baseline.
 - » A lack of completed interviews on sites at Tolney Lane.
 - » Use of the Traveller Caravan Count and Census data to estimate pitch numbers.
 - » Failure to properly identify hidden households.
 - » Use of pitch turnover as a component of supply.
 - » Failure to address the current planning definition of a Traveller.
- 3.7 The ORS Methodology fully addresses all of these issues and has been found sound at numerous Local Plan Examinations and Planning Appeals.
- 3.8 The stages below provide a summary of the methodology that was used to complete this study. More information on each stage is provided in the appropriate sections of this report.

Glossary of Terms/Acronyms

- 3.9 A Glossary of Terms/Acronyms can be found in **Appendix A**.

Desk-Based Review

- 3.10 ORS collated a range of secondary data that was used to support the study. This included:
- » Census data.
 - » Traveller Caravan Count data.
 - » Records of unauthorised sites/encampments.
 - » Information on planning applications/appeals.
 - » Information on enforcement actions.
 - » Existing Needs Assessments and other relevant local studies.
 - » Existing national and local policy, guidance and best practice.

Stakeholder Engagement

- 3.11 Engagement was undertaken with key Council Officers from Newark & Sherwood through telephone interviews. Four interviews were completed with Council Officers from the study area

Working Collaboratively with Neighbouring Planning Authorities

- 3.12 To help support the Duty-to-Cooperate and provide background information for the study, telephone interviews were conducted with Planning Officers in neighbouring planning authorities. These interviews will help to ensure that wider issues that may impact on this project are fully understood. This included interviews with Officers from the Councils set out below. Again, a detailed topic guide was agreed with the Council. Despite repeated attempts it was not

possible to complete interviews with a representative from Derbyshire County Council, Nottinghamshire County Council or West Lindsey District Council.

- » Ashfield District Council
- » Mansfield District Council
- » Bassetlaw District Council
- » Melton District Council
- » Broxtowe Borough Council
- » Nottingham City Council
- » Gedling Borough Council
- » Rushcliffe Borough Council
- » Leicestershire County Council
- » South Kesteven District Council

Survey of Travelling Communities

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

Figure 3 – Friends, Families and Traveller Leaflet

fft
Friends Families and Travellers

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

MORE PITCHES PLEASE!

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

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

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

Questions about travelling are particularly important.

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

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

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

fft
Friends Families and Travellers

INFORMATION
01273 234 777

fft
Friends Families and Travellers

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

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

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

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

For example, one question asks 'How many trips you have made in the last 12 months?'
If you answer '0' to this question then you will probably not be deemed a Gypsy or Traveller according to the new planning definition, so don't forget to include trips such as for work, looking for work, going to horse fairs etc.

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

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

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

Engagement with Bricks and Mortar Households

- 3.19 The 2011 Census recorded 43 households that were identified as either Gypsies or Irish Travellers who lived in a house in Newark & Sherwood and 10 who lived in a flat or maisonette.
- 3.20 ORS apply a rigorous approach to making contact with bricks and mortar households as this is a common issue raised at Local Plan Examinations and Planning Appeals. Contacts were sought through a range of sources including the interviews with people on existing sites and yards; intelligence from the stakeholder interviews; information from housing registers; and other local knowledge from stakeholders. Through this approach the GTAA endeavoured to do everything to give households living in bricks and mortar the opportunity to make their views known.
- 3.21 As a rule, ORS do not make any assumptions on the overall needs from household in bricks and mortar based on the outcomes of any interviews that are completed, as in our experience this leads to a significant over-estimate of the number of households wishing to move to a site or a yard. ORS work on the assumption that all those wishing to move will make their views known to us based on the wide range of publicity put in place.

Timing of the Fieldwork

- 3.22 ORS are fully aware of the transient nature of many travelling communities and subsequent seasonal variations in site and yard occupancy. ORS would normally aim to complete fieldwork during the non-travelling season, and also avoid days of known local or national events. The

fieldwork was completed over an extended 9-month period between December 2018 and August 2019 and Researchers were able to collect information on the majority of residents.

Applying the Planning Definition

- 3.23 The primary change to PPTS (2015) in relation to the assessment of need was the change to the definition of a Gypsy, Traveller or Travelling Showperson for planning purposes. Through the site interviews ORS sought to collect information necessary to assess each household against the planning definition. As the revised PPTS was only issued in 2015, only a small number of relevant appeal decisions have been issued by the Planning Inspectorate on how the planning definition should be applied (see Paragraphs 2.20 and 2.21 for examples) – these support the view that households need to be able to demonstrate that they travel for work purposes, or for seeking work, to meet the planning definition, and stay away from their usual place of residence when doing so, or have ceased to travel for work purposes temporarily due to education, ill health or old age.
- 3.24 The household survey included a structured section of questions to record information about the travelling characteristics of household members. This included questions on the following key issues:
- » Whether any household members have travelled in the past 12 months.
 - » Whether household members have ever travelled.
 - » The main reasons for travelling.
 - » Where household members travelled to.
 - » The times of the year that household members travelled.
 - » Where household members stay when they are away travelling.
 - » When household members stopped travelling.
 - » The reasons why household members stopped travelling.
 - » Whether household members intend to travel again in the future.
 - » When and the reasons why household members plan to travel again in the future.
- 3.25 When the household survey was completed, the answers from these questions on travelling were used to determine the status of each household against the planning definition in PPTS (2015). Through a combination of responses, households need to provide sufficient information to demonstrate that household members travel for work purposes, or for seeking work, and in doing so stay away from their usual place of residence, or that they have ceased to travel temporarily due to education, ill health or old age, and plan to travel again for work purposes in the future. The same definition applies to Travelling Showpeople as to Gypsies and Travellers.
- 3.26 Households that need to be considered in the GTAA fall under one of three classifications that will determine whether their housing needs will need to be assessed in the GTAA. Only those households that meet, or may meet, the planning definition will form the components of need to be formally included in the GTAA:
- » Households that travel under the planning definition.
 - » Households that have ceased to travel temporarily under the planning definition.

- » Households where an interview was not possible who may fall under the planning definition.

3.27 Whilst the needs of those households that do not meet the planning definition do not need to be included in the GTAA, they will be assessed to provide the Council with components of need to consider as part of their work on wider housing needs assessments. This is consistent with the requirements of the revised NPPF (2019).

Undetermined Households

3.28 As well as calculating need for households that meet the planning definition, the needs of the households where an interview was not completed (either due to refusal to be interviewed or households that were not present during the fieldwork period) need to be assessed as part of the GTAA where they are believed to be Gypsies and Travellers who may meet the planning definition. Whilst there is no law or guidance that sets out how the needs of these households should be addressed; an approach has been taken that seeks an estimate of potential need from these households. This will be an additional need figure over and above the need identified for households that do meet the planning definition.

3.29 The estimate seeks to identify potential current and future need from any pitches known to be temporary or unauthorised, and through new household formation. For the latter the ORS national rate of 1.50% has been used as the demographics of residents are unknown.

3.30 Should further information be made available to the Councils that will allow for the planning definition to be applied, these households could either form a confirmed component of need to be addressed through the GTAA or through wider assessments of housing need.

3.31 ORS believe it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether households where an interview was not completed meet the planning definition based on the outcomes of households where an interview was completed.

3.32 However, data that has been collected from over 3,500 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that overall approximately 25% of households who have been interviewed meet the planning definition (this rises to 70% for Travelling Showpeople based on over 300 interviews that have been completed) – and in some local authorities, no households meet the planning definition.

3.33 ORS are not implying that this is an official national statistic - rather a national statistic based on the outcomes of our fieldwork since the introduction of PPTS (2015). It is estimated that there are 14,000 Gypsy and Traveller pitches in England and ORS have spoken with households on 25% of them at a representative range of sites. Approximately 25% meet the planning definition. It is ORS' view therefore that this is the most comprehensive national statistic in relation to households that meet the planning definition in PPTS (2015) and should be seen as a robust statistical figure.

3.34 This would suggest that it is likely that only a proportion of the potential need identified from undetermined households will need conditioned Gypsy and Traveller pitches, and that the needs of the majority will need to be addressed through separate Local Plan Policies.

3.35 The ORS methodology to address the need arising from undetermined households was supported by the Planning Inspector for a Local Plan Examination for Maldon District Council, Essex. In his Report that was published on 29th June 2017 he concluded:

150. The Council's stance is that any need arising from 'unknowns' should be a matter left to the planning application process. Modifications to Policy H6 have been put forward by the Council setting out criteria for such a purpose, which I consider further below. To my mind, that is an appropriate approach. While there remains a possibility that up to 10 further pitches may be needed, that cannot be said to represent identified need. It would be unreasonable to demand that the Plan provide for needs that have not been established to exist. That being said, **MM242h** is nonetheless necessary in this regard. It commits the Council to a review of the Plan if future reviews of the GTAA reveal the necessity for land allocations to provide for presently 'unknown' needs. For effectiveness, I have altered this modification from the version put forward by the Council by replacing the word "may" with "will" in relation to undertaking the review committed to. I have also replaced "the Plan" with "Policy H6" – the whole Plan need not be reviewed.

Households that Do Not Meet the Planning Definition

3.36 Households who do not travel for work now fall outside the planning definition of a Traveller. However Romany Gypsies, Irish and Scottish Travellers may be able to claim a right to culturally appropriate accommodation under the Equality Act (2010) as a result of their protected characteristics. In addition, provisions set out in the Housing and Planning Act (2016) now include a duty (under Section 8 of the 1985 Housing Act that covers the requirement for a periodical review of housing needs) for local authorities to consider the needs of people residing in or resorting to their district with respect to the provision of sites on which caravans can be stationed, or places on inland waterways where houseboats can be moored. Draft Guidance⁴ related to this section of the Act has been published setting out how the government would want local housing authorities to undertake this assessment and it is the same as the GTAA assessment process. The implication is therefore that the housing needs of any Gypsy and Traveller households who do not meet the planning definition of a Traveller will need to be assessed as part of the wider housing needs of the area and will form a subset of the wider need arising from households residing in caravans. This is echoed in the revised NPPF (February 2019).

3.37 Paragraph 61 of the revised NPPF states that '*Within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes*'. The footnote to this section states that '*Planning Policy for Traveller Sites sets out how travellers' housing needs should be assessed for those covered by the definition in Annex 1 of that document.*'

Calculating Current and Future Need

3.38 To identify need, PPTS (2015) requires an assessment for current and future pitch requirements but does not provide a methodology for this. However, as with any housing assessment, the underlying calculation can be broken down into a relatively small number of factors. In this case,

⁴ Draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats. DCLG (March 2016).

the key issue is to compare the supply of pitches available for occupation with the current and future needs of the population.

Supply of Pitches

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

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

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

Current Need

3.41 The second stage was to identify components of current need, which is not necessarily the need for pitches because they may be able to be addressed by space already available in the study area. It is important to address issues of double counting:

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

Future Need

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

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

3.43 Household formation rates are often the subject of challenge at appeals or examinations. ORS firmly believe that any household formation rates should use a robust local evidence base, rather than simply relying on national precedent. The approach taken is set out in more detail in Chapter 7 of this report.

- 3.44 All of these components of supply and need are presented in tabular format which identify the overall net need for current and future accommodation for Gypsies, Travellers and Travelling Showpeople. This has proven to be a robust model for identifying needs. The residential and transit pitch needs for Gypsies and Travellers and Travelling Showpeople are identified separately and the needs are to 2033/4.

Pitch Turnover

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

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

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

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

- 3.47 As such, other than current vacant pitches on sites that are known to be available, or pitches that are known to become available through the household interviews, pitch turnover has not been considered as a component of supply in this GTAA.

Transit Provision

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

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

^{3.49} In order to investigate the potential need for transit provision when undertaking work to support the study, ORS sought to undertake analysis of any records of unauthorised sites and encampments, as well as information from the Ministry of Housing Communities and Local Government (MHCLG)⁵ Traveller Caravan Count. The outcomes of discussions with Council Officers and with Officers from neighbouring planning authorities were also taken into consideration when determining this element of need in the study area.

⁵ Formerly the Department for Communities and Local Government (DCLG).

4. Gypsy, Traveller & Travelling Showpeople Sites & Population

Introduction

- 4.1 One of the main considerations of this study is to provide evidence to support the provision of pitches and plots to meet the current and future accommodation needs of Gypsies, Travellers and Travelling Showpeople. A pitch is an area normally occupied by one household, which typically contains enough space for one or two caravans but can vary in size⁶. A site is a collection of pitches which form a development exclusively for Gypsies and Travellers. For Travelling Showpeople, the most common descriptions used are a plot for the space occupied by one household and a yard for a collection of plots which are typically exclusively occupied by Travelling Showpeople. Throughout this study the main focus is upon how many extra pitches for Gypsies and Travellers and plots for Travelling Showpeople are required in the study area.
- 4.2 The public and private provision of mainstream housing is also largely mirrored when considering Gypsy and Traveller accommodation. One common form of a Gypsy and Traveller site is the publicly provided residential site, which is provided by a Local Authority or by a Registered Provider (usually a Housing Association). Pitches on public sites can be obtained through signing up to a waiting list, and the costs of running the sites are met from the rent paid by the tenants (similar to social housing).
- 4.3 The alternative to a public residential site is a private residential site and yard for Gypsies, Travellers and Travelling Showpeople. These result from individuals or families buying areas of land and then obtaining planning permission to live on them. Households can also rent pitches on existing private sites. Therefore, these two forms of accommodation are the equivalent to private ownership and renting for those who live in bricks and mortar housing. Generally, the majority of Travelling Showpeople yards are privately owned and managed.
- 4.4 The Gypsy, Traveller and Travelling Showpeople population also has other types of sites due to its mobile nature. Transit sites tend to contain many of the same facilities as a residential site, except that there is a maximum occupancy period of residence which can vary from a few days or weeks to a period of months. An alternative to a transit site is an emergency or negotiated stopping place. This type of site also has restrictions on the length of time someone can stay on it but has much more limited facilities. Both of these two types of site are designed to accommodate, for a temporary period, Gypsies, Travellers and Travelling Showpeople whilst they travel. A number of authorities also operate an accepted encampments policy where short-term stopovers are tolerated without enforcement action.

⁶ Whilst it has now been withdrawn, Government Guidance on Designing Gypsy and Traveller Sites recommended that, as a general guide, an average family pitch must be capable of accommodating an amenity building, a large trailer [a static caravan or park home for example] and touring caravan, parking space for two vehicles and a small garden area.

- 4.5 Further considerations for the Gypsy and Traveller population are unauthorised developments and encampments. Unauthorised developments occur on land which is owned by the Gypsies and Travellers or with the approval of the landowner, but for which they do not have planning permission to use for residential purposes. Unauthorised encampments occur on land which is not owned by the Gypsies and Travellers.

Sites and Yards in Newark & Sherwood

- 4.6 In Newark & Sherwood, at the base date for the GTAA, there were no public sites; 15 private sites (270 pitches); 3 temporary sites (33 pitches); 6 tolerated sites (52 pitches); and 3 unauthorised sites (24 pitches). There were public transit sites and no Travelling Showmen's yards. See **Appendix D** for further details.

Figure 4 - Total amount of provision in Newark & Sherwood (August 2019)

| Category | Sites/Yards | Pitches/Plots |
|--|-------------|---------------|
| Public sites | 0 | 0 |
| Private with permanent planning permission | 15 | 270 |
| Private with temporary planning permission | 3 | 33 |
| Tolerated sites | 6 | 52 |
| Unauthorised sites | 3 | 24 |
| Public transit sites | 0 | 0 |
| Travelling Showpeople yards | 0 | 0 |

MHCLG Traveller Caravan Count

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

5. Stakeholder Engagement

Introduction

- 5.1 ORS undertook a stakeholder engagement programme to complement the information gathered through interviews with members of the Travelling Community. This consultation took the form of telephone interviews which were tailored to the role of the individual.
- 5.2 The aim of these interviews was to provide an understanding of current provision and possible future need; short-term encampments; transit provision; and cross-border issues.
- 5.3 Four interviews were undertaken with Council Officers from the study area.
- 5.4 As stated in the Planning Policy for Traveller Sites, Local Authorities have a duty to cooperate on strategic planning issues that cross administrative boundaries (S.110 Localism Act 2011). In order to explore issues relating to cross boundary working, ORS interviewed a Planning Officer from ten neighbouring local authorities:
- | | |
|---------------------------------|-----------------------------------|
| » Ashfield District Council | » Mansfield District Council |
| » Bassetlaw District Council | » Melton District Council |
| » Broxtowe Borough Council | » Nottingham City Council |
| » Gedling Borough Council | » Rushcliffe Borough Council |
| » Leicestershire County Council | » South Kesteven District Council |
- 5.5 Due to issues surrounding data protection, and in order to protect the anonymity of those who took part, this section presents a summary of the views expressed by interviewees and verbatim comments have not been used. The views expressed in this section of the report represent a balanced summary of the views expressed by stakeholders, and on the views of the individuals concerned, rather than the official policy of their Council or organisation.

Views of Key Stakeholders and Council Officers in Newark & Sherwood

Accommodation Needs

- 5.6 Since the last GTAA, Newark & Sherwood have not made any specific site allocations available for Gypsy and Traveller use. However, the council have renewed the Local Plan to consider new sites to accommodate existing need.
- 5.7 Newark & Sherwood do not have any public site accommodation. The available accommodation is primarily all private sites, mainly focused around Tolney Lane, Ollerton, Edingley, and Wellow.
- 5.8 The available accommodation was thought to be coping reasonably well in meeting the need for pitches in the area. However, an unmet need was said to exist and there are issues concerning the suitability of the existing provision.

- 5.9 There is an unauthorised site at Winthorpe which will be moving on in due course following an unsuccessful appeal. There are also temporary and tolerated permissions at Tolney Lane.

Short-term Encampments and Transit Provision

- 5.10 The officers interviewed were aware of frequent unauthorised encampments. The number reaches its peak in July for a religious festival at Rushcliffe. Some of the encampments are particularly large and these result in more serious issues with the local population, especially if they are on private land.
- 5.11 The encampments were suggested to be seasonal, occurring mainly throughout the Travelling season. The issue was not thought to be significant although it was suggested to be an increasing concern.
- 5.12 There is no formal transit provision in Newark & Sherwood.
- 5.13 Tolney Lane can provide accommodation for Travellers who are in transit, however, this is very often dependent on what links those who are in transit have with the permanent occupiers at Tolney lane.
- 5.14 It was felt that there should be some transit provision available Nottinghamshire-wide as there is currently little available.

Cross Border Issues and Meeting the Duty to Cooperate

- 5.15 No specific cross-border issues were identified in relation to neighbouring authorities.
- 5.16 Neighbouring authorities were thought to be coping well in meeting their individual need.
- 5.17 Newark & Sherwood, and its neighbouring authorities, were all thought to be complying with the Duty to Cooperate. This was believed to be achieved through joint working venture on planning issues, statements of common ground and high-level discussions around the transit issue in Nottinghamshire.

Future Priorities and Any Further Issues

- 5.18 A future priority identified was to produce a detailed strategy as to how Newark go about addressing the need they have.
- 5.19 A further priority identified was to also produce a strategy to address the issue of transit provision in the Nottinghamshire area.
- 5.20 Further issues identified included the requirement for prior consideration to any planning and implementation at Tolney lane, due to the issues of the land being on a floodplain.
- 5.21 Furthermore, the quality of the accommodation being built at Tolney Lane was of some concern. It was thought that it may fall below what would be deemed as appropriate by the relevant governing bodies.

Neighbouring Authorities

Ashfield District Council

5.22 With regard to **overall accommodation need** in Ashfield, the views of the officer interviewed were as follows:

- » Since the last GTAA, Ashfield have had planning approval granted for 2 new pitches. These 2 pitches will meet the identified outstanding need in the district, until 2029. No current need was identified regarding Travelling Showpeople as there are existing surplus plots.
- » The stakeholder for Ashfield was not aware of any definitive information relating to overcrowding and/or concealed households.
- » Ashfield Council has taken action to move on a number of unauthorised encampments during the past year. It was felt that the unauthorised encampments occur as a result of travellers either just passing through the District, or for family events. No specific locations/stopping places were highlighted as favoured stopping places for Travellers.

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

- » No specific cross-border issues were identified.
- » Ashfield and all neighbouring authorities were thought to be complying with the Duty to Cooperate. Numerous cross-boundary working groups and meetings were said to have been undertaken, covering a wide range of strategic issues.
- » The stakeholder for Ashfield felt that there is a perception of under provision in some neighbouring areas. Ashfield are currently working in partnership with the Nottingham Core Authorities (Broxtowe Borough Council, Erewash Borough Council, Gedling Borough Council, Nottingham City Council, and Rushcliffe Borough Council) to commission a new GTAA for the period 2018 to 2038, in order to provide a robust and up to date evidence base for a new Local Plan.

Bassetlaw District Council

5.24 With regard to **overall accommodation need** in Bassetlaw, the views of the officer interviewed were as follows:

- » A joint Nottinghamshire GTAA was completed in 2015 and identified no additional pitches in the next five years, and four thereafter. Since the GTAA was completed, overall supply has decreased due to an owner of a large site withdrawing 25 pitches. This issue will be picked up at a pre-publication assessment this summer. However, there is no evidence of Travellers being restricted because of this.
- » Applications for new sites are said to be infrequent and tend to be for smaller family sites (usually between 1-2 pitches)
- » There are occasional roadside encampments that usually only occur for a couple of nights. The officer was aware of anecdotal evidence suggesting that, due to the

location of Bassetlaw, Travellers would prefer to stop in Doncaster or Newark, where there is a larger Travelling community.

- » There are two privately owned transit sites in the area which offer a combined 41 pitches. The owners of the sites will work with the Council to offer accommodation to people on the roadside.

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

- » The officer was of the view that Newark & Sherwood have taken a proactive approach to identifying sites through a specific Site Allocation Plan for Gypsy and Travellers.
- » The neighbouring authorities are said to work well together via Duty to Cooperate discussions. No strategic issues have been identified which require any action.

Broxtowe Borough Council

5.26 With regard to **overall accommodation need** in Broxtowe, the views of the officer interviewed were as follows:

- » The last GTAA identified a need of 2 pitches but there is currently no provision for Gypsies, Travellers or Travelling Showpeople in Broxtowe.
- » The stakeholder for Broxtowe was not aware of any overcrowding or concealed households.
- » There have only been occasional and short-lived unauthorised encampments at various places in the borough over the past few years. Generally, the Council's approach has been to get the people moved on.

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

- » No specific cross-border issues were identified.
- » Broxtowe and all neighbouring authorities were thought to be complying with the Duty to Cooperate. Cross-boundary working has taken place in preparing GTAA's and a Local Plan Part 1.
- » The stakeholder for Broxtowe felt that most neighbouring authorities were coping reasonably well in meeting their own individual need.

Gedling Borough Council

5.28 With regard to **overall accommodation need** in Gedling, the views of the officer interviewed were as follows:

- » Gedling Borough Council have developed and adopted a Local Plan with a Core Strategy and Local Planning Document. The core strategy has a criteria-based policy that will be used to determine any planning applications for Gypsy and Traveller sites.

- » The most recent GTAA identified a need of 3 pitches in Gedling. The council are looking to identify a site for the pitches. As much of the borough is green belt the site location will be in the built-up area of the borough.
- » A small number of unauthorised encampments are experienced annually. These encampments have a seasonal pattern and are commonly cases of Travellers passing through the Borough.
- » Gedling currently have no form of transit provision, although the officer interviewed suggested that transit provision would be helpful in giving the council somewhere to direct encampments.

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

- » No specific cross-border issues with Newark & Sherwood, or any other neighbouring authorities, were identified.
- » Gedling, and the majority of its neighbouring authorities were all felt to be complying with their Duty to Cooperate. This was believed to be achieved through working in conjunction with the other Greater Nottingham authorities on matters concerning Gypsies, Travellers and Travelling Showpeople. The recently adopted Local Plan confirmed that Gedling had met their Duty to Cooperate.

Leicestershire County Council

5.30 With regard to **overall accommodation need** in Leicestershire, the views of the officer interviewed were as follows:

- » A joint Leicestershire GTAA was completed by ORS in 2017. A separate study was commissioned by Hinckley and Bosworth Borough Council (HBBC) due to Local Plan deadlines. This was also completed by ORS using the same methodology.
- » In terms of overall provision, there were said to be fewer sites coming forward compared to previous years, thus resulting in a reduction in the amount of Gypsy and Traveller pitches that are available to rent. Owners of larger sites were also suggested to be altering the use of their land towards holiday/caravan parks, therefore, further reducing the supply of sites which could potentially impact future availability.
- » The officer interviewed noted that there has been a significant rise in the number of roadside encampments in Leicestershire. The number was said to have risen to 165 over the past year compared to the average of 100-120. Furthermore, encampments have occurred for time periods extending beyond the usual peak time of May-September and have also consisted of a larger amount of people.

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

- » No specific cross-border issues with Newark & Sherwood, or any neighbouring authorities, were identified.

- » Leicestershire, and the majority of neighbouring authorities, were all felt to be complying with their Duty to Cooperate
- » The officer has provided advice and assistance to Newark & Sherwood in response to the rising numbers of roadside encampments. Given that the recent trend appears to be rising numbers of roadside encampments, the officer suggested that authorities should look towards providing transit provision.

Mansfield District Council

5.32 With regard to **overall accommodation need** in Mansfield, the views of the officer interviewed were as follows:

- » Currently, Mansfield have 2 Travelling Showpeople sites and no Gypsy and Traveller Sites. One of the Travelling Showpeople sites is currently in the planning process.
- » Since the last GTAA, Mansfield have included a policy within the submitted version of the Local Plan which sets out where new sites will be supported. In order to be able to allocate sites, Mansfield have commenced a Gypsy, Traveller and Travelling Showpeople Development Plan Document, and have the authority to use the Council's powers to implement a site. The Local Plan does not currently meet the needs over the plan period.
- » Mansfield attract a small number of unauthorised encampments annually; there were 15 in 2018. The encampments occur seasonally (through the summer) and Mansfield have no transit provision to cater for these encampments. Therefore, encampments generally use parks and local businesses carparks to stop on.

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

- » No specific cross-border issues with any neighbouring authorities were identified.
- » Gedling, and the majority of its neighbouring authorities, were all felt to be complying with their Duty to Cooperate.
- » Not all neighbouring authorities were thought to be meeting their individual need.

Melton District Council

5.34 With regard to **overall accommodation need** in Melton, the views of the officer interviewed were as follows:

- » The last GTAA for Melton identified no need for additional pitches for households that met the planning definition. The need that was identified was a result of 2 teenage children needing a pitch of their own in the next 5 years and 1 from new household formation; there is supply from unimplemented pitches to meet these needs.
- » Interviews during the last GTAA did not identify any concealed households or overcrowding.
- » Officers were not aware of any significant numbers of roadside encampments and did not feel that transit provision is required in the Borough.

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

- » Officers were not aware of any cross-border issues or movements of Travellers between neighbouring authorities.
- » Melton, and the majority of its neighbouring authorities, were all felt to be complying with their Duty to Cooperate. It was suggested that there is sufficient cross border working, with the commissioning of joint GTAA's being evidence of this joint working.

Nottingham City Council

5.36 With regard to **overall accommodation need** in Nottingham, the views of the officer interviewed were as follows:

- » Since the last GTAA, Nottingham are proposing a Local Plan Part 2 Policy in the emerging Local Plan to supplement the Core Strategy Policy. The intention was to consult on a proposed policy HO7 as part of Main Modifications in Spring 2019.
- » It is considered that the needs of Travellers can be met on existing sites. The GTAA demonstrated a need for 2 pitches over the plan period and caravan counts have consistently demonstrated that there is considerable capacity on existing sites to absorb any increase. There are currently 40 pitches.
- » The officer was not aware of any unauthorised encampments and felt that there was no need for any transit provision to be provided in the area.

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

- » No specific cross-border issues with any neighbouring authorities were identified.
- » It was felt that Greater Nottingham Authorities are all meeting their own respective needs and that all are complying with the Duty to cooperate.

Rushcliffe Borough Council

5.38 With regard to **overall accommodation need** in Rushcliffe, the views of the officer interviewed were as follows:

- » The last GTAA identified a need for 4 pitches. Since the last GTAA, the 4 pitches have not been delivered and the need has not been met. Consequently, the Borough Council has lost a number of appeals and have had 7 pitches permitted at appeal.
- » Rushcliffe currently have 21 authorised pitches and 1 temporary permission.
- » Short-term unauthorised encampments are experienced in the area but not to any great extent. It is mainly a seasonal issue which occurs during the period when fairs and other social events are taking place nearby.
- » There is no transit provision and encampments are moved on. It was felt that there should possibly be a greater level of transit provision provided somewhere in the greater Nottingham area.

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

- » No specific cross border issues with Newark and Sherwood were identified.
- » It was felt that, although neighbouring authorities have relatively minimal need, issues do exist concerning the capacity of neighbouring authorities to meet any existing need.
- » Rushcliffe and its neighbouring authorities are all meeting the Duty to Cooperate. This is evidenced through productive joint working on combined GTAA's for the Greater Nottingham area.

South Kesteven District Council

5.40 With regard to **overall accommodation need** in South Kesteven, the views of the officer interviewed were as follows:

- » Since the last GTAA, South Kesteven has been working with Gypsies and Travellers on established sites in order to find potential sites to expand on.
- » There is currently an identified outstanding need for further Gypsy and Traveller sites in the South Kesteven area. This includes a larger site for Honington Circus with grazing areas for animals.
- » The Travellers Rest Site was identified as having issues with possible overcrowding/concealed households
- » Regarding short-term unauthorised encampments and transit provision, one group of Travellers were said to use the car park and grassed area at Gonerby Moore approximately twice a year. The Travellers were believed to be either travelling en-route to a holiday location or to family functions.
- » There are no transit facilities or negotiated stopping places in the South Kesteven area. The last GTAA did not recommend the provision of a transit site for the South Kesteven area.

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

- » The stakeholder interviewed was not aware of any cross-border issues in relation to neighbouring local authorities.
- » The stakeholder noted South Kesteven have applicants from Newark & Sherwood on their waiting list who are hoping to move off the site at Tolney Lane, Newark. The reasons cited concern living conditions on the site and issues had with other residents.
- » The stakeholder felt that South Kesteven and its neighbouring boroughs are complying with their Duty to Cooperate.

6. Survey of Travelling Communities

Interviews with Gypsies and Travellers

- 6.1 One of the major components of this study was a detailed survey of the Gypsy and Traveller population living in the study area, and also efforts to engage with the bricks and mortar community.
- 6.2 Through the desk-based research and stakeholder interviews ORS identified no public sites; 15 private sites with permanent planning permission; 3 private sites with temporary planning permission; 6 sites that are tolerated for planning purposes; and 3 unauthorised sites. The table below sets out the number of pitches/plots, the number of interviews that were completed, and the reasons why interviews were not completed. It should be noted that there were 33 vacant pitches, 22 unimplemented or uncompleted pitches, 6 pitches that were being used as double pitches, 30 transit pitches and 103 pitches not occupied by Travellers. Whilst it was not possible to make contact with households on 61 pitches, many of these were in areas where high numbers of non-Travellers were found to be living, or where the pitches may have been used as transit pitches.
- 6.3 During the period between commencing the GTAA and reporting no further transient households were identified to interview other than those who were interviewed.

Figure 5 - Sites and yards visited in Newark & Sherwood

| Site Status | Pitches/Plots | Interviews | Reasons for not completing interviews |
|---|---------------|------------|---|
| Public Sites | | | |
| None | - | - | - |
| Private Sites | | | |
| Bowers Caravan Site | 20 | 0 | Set out as 16 pitches: 5 x refusals, 3 x transit, 8 x no contact |
| Castle View | 50 | 27 | 14 x no contact, 2 x refusals, 1 x non-Traveller, 3 x vacant, 3 x transit |
| Hirram's Paddock | 12 | 10 | 6 x no contact, doubled-up pitches |
| Hose Farm | 25 | 6 | 9 x no contact, 9 x vacant, 1 x double-pitch |
| Land opposite Ropewalk Farm (Farm View) | 21 | 1 | 7 x no contact, 13 x vacant |
| Newark Road | 8 | 0 | 8 x not implemented, 6 understood to be transit |
| Price's Paddock | 3 | 0 | 3 x no contact |
| Riverside Park | 27 | 0 | 27 x non-Travellers |
| Ropewalk Farm | 42 | 0 | 42 x non-Travellers |
| Sandhill Sconce | 23 | 14 | 8 x no contact, 2 x refusals, 1 x double pitch |
| Seven Oaks | 4 | 4 | - |

| | | | |
|------------------------------------|------------|------------|-------------------------------------|
| Shannon Caravan Site | 25 | 8 | 17 x transit |
| Taylor's Paddock | 2 | 2 | - |
| The Paddock | 4 | 4 | - |
| The Stables | 4 | 4 | - |
| Temporary Sites | | | |
| Green Park | 10 | 11 | 2 x no contact |
| Park View | 15 | 8 | 7 x transit |
| Shannon Falls | 8 | 0 | 8 x unoccupied |
| Tolerated Sites | | | |
| Church View | 35 | 1 | 33 x non-Travellers, 1 x no contact |
| Dunromin | 6 | 6 | - |
| Greenwood | 4 | 0 | 4 x no contact |
| The Burrow's | 2 | 2 | - |
| New Paddocks and Ark Bungalow | 2 | 2 | - |
| The Paddocks | 3 | 2 | 1 x not implemented |
| Unauthorised Sites/Roadside | | | |
| Maryland Paddocks | 17 | 4 | 13 x pitches under construction |
| Seven Oaks | 1 | 1 | - |
| The Old Stable Yard | 6 | 6 | - |
| Travelling Showpeople | | | |
| None | - | - | - |
| TOTAL | 379 | 123 | |

Interviews with Gypsies and Travellers in Bricks and Mortar

- ^{6.4} Despite all of the efforts that were made it was not possible to identify and households to interview living in bricks and mortar. However, efforts are continuing to follow up information that was provided during the site interviews.

7. Current and Future Pitch Provision

Introduction

- 7.1 This section focuses on the pitch provision which is needed in the study area currently and to 2033/4. This includes both current unmet need and need which is likely to arise in the future⁷. This time period allows for robust forecasts of the requirements for future provision, based upon the evidence contained within this study and also secondary data sources. Whilst the difficulty in making accurate assessments beyond 5 years has been highlighted in previous studies, the approach taken in this study to estimate new household formation has been accepted by Planning Inspectors as the most appropriate methodology to use.
- 7.2 We would note that this section is based upon a combination of the on-site surveys, planning records and stakeholder interviews. In many cases, the survey data is not used in isolation, but instead is used to validate information from planning records or other sources.
- 7.3 This section concentrates not only upon the total provision which is required in the area, but also whether there is a need for any transit sites and/or emergency stopping place provision.

New Household Formation Rates

- 7.4 Nationally, a household formation and growth rate of 3.00% net per annum⁸ has been commonly assumed and widely used in local Gypsy and Traveller assessments, even though there is no statistical evidence of households growing so quickly. The result has been to inflate both national and local requirements for pitches unrealistically. In this context, ORS has prepared a *Technical Note on Household Formation and Growth Rates (2015)*. The main conclusions are set out here and the full paper is in **Appendix F**.
- 7.5 Those seeking to provide evidence of high annual net household growth rates for Gypsies and Travellers have sometimes sought to rely on increases in the number of caravans, as reflected in caravan counts. However, caravan count data is unreliable and erratic – so the only proper way to project future population and household growth is through demographic analysis.
- 7.6 The Technical Note concludes that in fact, the growth in the national Gypsy and Traveller population may be as low as 1.25% per annum – much less than the 3.00% per annum often assumed, but still greater than in the settled community. Even using extreme and unrealistic assumptions, it is hard to find evidence that net Gypsy and Traveller population and household growth rates are above 2.00% per annum nationally.
- 7.7 The often assumed 3.00% per annum net household growth rate is unrealistic and would require clear statistical evidence before being used for planning purposes. In practice, the best available evidence supports a national net household growth rate of 1.50% per annum for Gypsies and

⁷ See Paragraphs 3.41 and 3.42 for details of components on current and future need.

⁸ Page 25, Gypsy and Traveller Accommodation Needs Assessments – Guidance (DCLG – 2007) *Now withdrawn*.

Travellers (in addition research by ORS has identified a national growth rate of 1.00% for Travelling Showpeople) and this has also been adjusted locally based on site demographics.

- 7.8 This view has been supported by Planning Inspectors in a number of Decision Notices. The Inspector for an appeal in Doncaster that was issued in November 2016 (Ref: APP/F4410/W/15/3133490) where the agent acting on behalf of the appellant claimed that a rate closer to 3.00% should be used concluded:

In assessing need account also needs to be taken of likely household growth over the coming years. In determining an annual household growth rate, the Council relies on the work of Opinions Research Services (ORS), part of Swansea University. ORS's research considers migration, population profiles, births & fertility rates, death rates, household size data and household dissolution rates to determine average household growth rates for gypsies and travellers. The findings indicate that the average annual growth rate is in the order of 1.50% but that a 2.50% figure could be used if local data suggest a relatively youthful population. As the Council has found a strong correlation between Doncaster's gypsy and traveller population age profile and the national picture, a 1.50% annual household growth rate has been used in its 2016 GTANA. Given the rigour of ORS's research and the Council's application of its findings to the local area I accept that a 1.50% figure is justified in the case of Doncaster.

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

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

- 7.10 In addition, the Technical Note has recently been accepted as a robust academic evidence base and has been published by the Social Research Association in its journal Social Research Practice in December 2017. The overall purpose of the journal is to encourage and promote high standards of social research for public benefit.

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

- 7.12 Overall, the household growth rate used for the assessment of future needs has been informed by local evidence. This demographic evidence has been used to adjust the national growth rate

of 1.50% up or down based on the proportion of those aged under 18 (by planning status). In Newark & Sherwood this approach has been taken to determine the new household formation rate for households that did not meet the planning definition. 41% of residents were aged under 18. This demographic evidence has been used to adjust the national growth rate of 1.50% (which is based on 36% aged under 18) upwards to 1.70% based on the proportion of those aged under 18 in households that did not meet the planning definition in Newark & Sherwood.

- 7.13 In certain circumstances where the numbers of households and children are low, or the population age structure is skewed by certain age groups, it may not be appropriate to apply a percentage rate for new household formation. In these cases, a judgement will be made on likely new household formation based on the age and gender of the children. This will be based on the assumption that 50% of households likely to form will stay in the area. This is based on evidence from other GTAA's that ORS have completed across England and Wales. This approach has been taken to determine levels of new household formation for households that met the planning definition. This is due to a far higher number of children aged between 1 and 12 on sites in Newark & Sherwood.
- 7.14 The ORS national formation rate of 1.50% has been applied to undetermined households in the absence of any demographic data for these households.
- 7.15 Overall new household formation for those that met and did not meet the planning definition has also been adjusted to take account of teenagers in need of a pitch in the next 5 years who have already been identified as components of need. This eliminates any double counting in the assessment of need.

Breakdown by 5 Year Bands

- 7.16 In addition to tables which set out the overall need for Gypsies and Travellers, the overall need has also been broken down by 5-year bands as required by PPTS (2015). The way that this is calculated is by including all current need (from unauthorised pitches, pitches with temporary planning permission, concealed and doubled-up households, 5 year need from teenage children, and net movement from bricks and mortar) in the first 5 years. In addition, the total net new household formation is split across the GTAA period based on the compound rate of growth that was applied rather than being split equally over time. There is also a split to provide need figures for the Newark Local Plan period.

Newark & Sherwood Amended Core Strategy Period

- 7.17 The Newark & Sherwood Amended Core Strategy period is from 2013 to 2033. Therefore, as this GTAA has a base date of August 2019, this does not cover the period from 2013. It is therefore appropriate to net demand and supply for pitches and plots to zero for the period 2013 to August 2019 and for this new assessment, which includes a new household baseline, to cover the period 2019-2033/34.

Applying the Planning Definition

- 7.18 The outcomes from the household interviews were used to determine the status of each household against the planning definition in PPTS (2015). This assessment was based on the responses to the questions given to Researchers. Only those households that met the planning

definition, in that they were able to provide information during the household interview that household members travel for work purposes, or for seeking work, and stay away from their usual place of residence when doing so – or that they have ceased to travel temporarily due to education, ill health or old age, form the components of need that will form the baseline of need in the GTAA. Households where an interview was not completed who may meet the planning definition have also been included as a potential additional component of need from undetermined households. Whilst they do not need to be formally considered in the GTAA, need from households that did not meet the planning definition has also been assessed to provide the Councils with information on levels of need that will have to be considered as part of the wider housing needs of the area and through separate Local Plan Policies.

- 7.19 The information used to assess households against the planning definition included information on whether households have ever travelled; why they have stopped travelling; the reasons that they travel; and whether they plan to travel again in the future and for what reasons. The table below sets out the planning status of households that were interviewed for the Newark & Sherwood GTAA.

Figure 6 – Planning status of households in Newark & Sherwood

| Status | Meet Planning Definition | Undetermined | Do Not Meet Planning Definition |
|-------------------------------|--------------------------|--------------|---------------------------------|
| Gypsies and Travellers | | | |
| Public Sites | - | - | - |
| Private Sites | 39 | 66 | 41 |
| Temporary | 18 | 2 | 1 |
| Tolerated | 10 | 6 | 3 |
| Unauthorised | 11 | 0 | 0 |
| TOTAL | 78 | 74 | 45 |

- 7.20 Figure 6 shows that for Gypsies and Travellers, 78 households met the planning definition of a Traveller in that ORS were able to determine that they travel for work purposes and stay away from their usual place of residence or have ceased to travel temporarily. A total of 45 Gypsy and Traveller households did not meet the planning definition as they were not able to demonstrate that they travel away from their usual place of residence for the purpose of work, or that they have ceased to travel temporarily due to children in education, ill health or old age. Some did travel for cultural reasons, to visit relatives or friends, and others had ceased to travel permanently – these households did not meet the planning definition.
- 7.21 It was not possible to make contact with households on 74 pitches as they either refused to be interviewed or were not present during the extended fieldwork period. However, the majority of those who were not present during the fieldwork period were in areas where high numbers of non-Travellers were found to be living, or where the pitches may have been used as transit pitches.

Interviews with Gypsies and Travellers in Bricks and Mortar

- 7.22 Despite all of the efforts that were made, it was not possible to identify any households living in bricks and mortar to interview. However, efforts are continuing to follow-up on information that was provided during the site interviews.

Migration

- 7.23 The study has also sought to address in-migration (households requiring accommodation who move into the study area from outside) and out-migration (households moving away from the study area). Site surveys typically identify only small numbers of in-migrant and out-migrant households and the data is not normally robust enough to extrapolate long-term trends. At the national level, there is nil net migration of Gypsies and Travellers across the UK, but the assessment has taken into account local migration effects on the basis of the best evidence available.
- 7.24 Evidence drawn from stakeholder and household interviews has been considered alongside assessments of need that have been completed in other nearby local authorities. ORS have found no firm evidence from other local studies that have been completed recently of any households wishing to move to Newark & Sherwood. Therefore, net migration to the sum of zero has been assumed for the GTAA – which means that net pitch requirements are driven by locally identifiable need rather than speculative modelling assumptions. Should any households from outside of Newark & Sherwood wish to develop a new site the proposal will need to be considered by a criteria-based Local Plan Policy.
- 7.25 It is important to note that any future demand for new sites or additional pitches as a result of in-migration should be seen as windfall need and should be dealt with by a criteria-based development management policy. This additional need should not be assessed against levels of need identified in the GTAA or to contribute towards supply to meet this need.

Pitch Needs – Gypsies and Travellers that meet the Planning Definition

7.26 The 78 households that met the planning definition were found on the private, temporary, tolerated and unauthorised sites. Analysis of the household interviews indicated that there is a current need for 25 pitches from concealed or doubled-up households or adults, 11 pitches from households on unauthorised developments and 1 movement from bricks and mortar. The future need identified is for 21 pitches for teenage children living on site who are in need of a pitch of their own in the next 5 years, 15 from households on temporary pitches, 4 in-migration, and 41 pitches as a result of new household formation, derived from the demographics of the residents. Therefore, the overall level of need for those households who met the planning definition of a Gypsy or Traveller is for **118 pitches** over the GTAA period.

Figure 7 – Need for Gypsy and Traveller households in Newark & Sherwood that met the Planning Definition (2019-34)

| Gypsies and Travellers - Meeting Planning Definition | | Pitches |
|--|--|------------|
| Supply of Pitches | | |
| Supply from vacant public and private pitches | | 0 |
| Supply from pitches on new sites | | 0 |
| Pitches vacated by households moving to bricks and mortar | | 0 |
| Pitches vacated by households moving away from the study area | | 0 |
| Total Supply | | 0 |
| Current Need | | |
| Households on unauthorised developments | | 11 |
| Households on unauthorised encampments | | 0 |
| Concealed households/Doubling-up/Over-crowding | | 25 |
| Movement from bricks and mortar | | 1 |
| Households on waiting lists for public sites | | 0 |
| Total Current Need | | 37 |
| Future Need | | |
| 5 year need from teenage children - Sites | | 21 |
| Households on sites with temporary planning permission | | 15 |
| In-migration | | 4 |
| New household formation | | 41 |
| <i>(Formation from household demographics)</i> | | |
| Total Future Needs | | 81 |
| Net Pitch Need = (Current and Future Need – Total Supply) | | 118 |

Figure 8 – Need for Gypsy and Traveller households in Newark & Sherwood that met the Planning Definition by 5-year periods

| Years | 0-5 | 6-10 | 11-14 | 15 | Total |
|-------|---------|---------|---------|------|------------|
| | 2019-24 | 2024-29 | 2029-33 | 2034 | |
| | 77 | 20 | 18 | 2 | 118 |

Pitch Needs – Undetermined Gypsies and Travellers

- 7.27 Whilst it was not possible to determine the planning status of a total of 74 households as they either refused to be interviewed or were not on site at the time of the fieldwork, the needs of these households still need to be recognised by the GTAA as they are believed to be Gypsies and Travellers and may meet the planning definition.
- 7.28 ORS are of the opinion that it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether or not households where an interview was not completed meet the planning definition based on the outcomes of households in that local authority where an interview was completed.
- 7.29 However, data that has been collected from over 3,500 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that nationally approximately 25% of households that have been interviewed meet the planning definition.
- 7.30 This would suggest that it is likely that only a proportion of the potential need identified from these undetermined households will need conditioned Gypsy and Traveller pitches, and that the needs of the majority will need to be addressed through other means.
- 7.31 Should further information be made available to the Council that will allow for the planning definition to be applied to the undetermined households, the overall level of need could rise by up to 2 pitches from sites with temporary planning permission and 19 from new household formation (this uses a base of the 74 households and a net growth rate of 1.50%⁹). Therefore, **need could increase by up to a further 21 pitches**, plus any concealed adult households or 5-year need arising from teenagers living in these households (if all 74 undetermined pitches are deemed to meet the planning definition). However, as an illustration, if the ORS national average of 25% were to be applied this could be as few as 5 pitches. If the locally derived proportion of households that met the planning definition (63%) were to be applied this could rise to 13 pitches.
- 7.32 Tables setting out the components of need for undetermined households can be found in **Appendix B**.

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

- 7.33 It is not now a requirement for a GTAA to include an assessment of need for households that did not meet the planning definition. However, this assessment is included for illustrative purposes and to provide the Council with information on levels of need that will have to be addressed through separate Local Plan Policies. On this basis, it is evident that whilst the needs of the 45 households who did not meet the planning definition will represent only a very small proportion of the overall housing need, the Council will still need to ensure that arrangements are in place to properly address these needs – especially as many identified as Irish and Romany Gypsies and may claim that the Council should meet their housing needs through culturally appropriate housing.

⁹The ORS *Technical Note on Population and Household Growth (2015)* has identified a national growth rate of 1.50% for Gypsies and Travellers which has been applied in the absence of further demographic information about these households.

7.34 Analysis of the household interviews indicated that there is a current need from 4 concealed or doubled-up households or single adults, 8 from teenagers who will need a pitch of their own in the next 5 years, 1 from households on sites with temporary planning permission, and 17 from new household formation using a rate of 1.70% derived from the household demographics. Therefore, the overall level of need for those households who did not meet the planning definition of a Gypsy or Traveller is for **30 pitches** over the GTAA period. A summary of this need for households that did not meet the planning definition can be found in **Appendix C**.

Travelling Showpeople Needs

Plot Needs – Travelling Showpeople

7.35 There were no Travelling Showmen’s yards identified in Newark & Sherwood so there is no current or future need for plots.

Figure 9 – Need for Travelling Showpeople households in new & Sherwood that met the Planning Definition (2019-34)

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

Figure 10 – Need for Travelling Showpeople households in Newark & Sherwood that met the Planning Definition by 5-year periods

| Years | 0-5 | 6-10 | 11-14 | 15 | Total |
|-------|---------|---------|---------|------|----------|
| | 2019-24 | 2024-29 | 2029-33 | 2034 | |
| | 0 | 0 | 0 | 0 | 0 |

Transit Requirements

- 7.36 When determining the potential need for transit provision the assessment has looked at data from the MHCLG Traveller Caravan Count, the outcomes of the stakeholder interviews and records on numbers of unauthorised encampments, and the potential wider issues related to changes made to PPTS in 2015.

MHCLG Traveller Caravan Count

- 7.37 Whilst it is considered to be a comprehensive national dataset on numbers of authorised and unauthorised caravans across England, it is acknowledged that the Traveller Caravan Count is a count of caravans and not households. It also does not record the reasons for unauthorised caravans. This makes it very difficult to interpret in relation to assessing future need because it does not count pitches or resident households. The count is also only a twice yearly (January and July) 'snapshot in time' conducted by local authorities on a specific day, and any caravans on unauthorised sites or encampments which occur on other dates are not recorded. Likewise, any caravans that are away from sites on the day of the count are not included. As such it is not considered appropriate to use the outcomes from the Traveller Caravan Count in the assessment of future transit provision. It does however provide valuable historic and trend data on whether there are instances of unauthorised caravans in local authority areas.
- 7.38 Data from the Traveller Caravan Count shows that there have been very low numbers of non-tolerated unauthorised caravans on land not owned by Travellers recorded in the study area in recent years.

Stakeholder Interviews and Local Data

- 7.39 Whilst there is currently no formal public transit provision in Newark & Sherwood, the fieldwork identified a number of private sites at both Tolney Lane and Ollerton where there are private transit pitches.
- 7.40 Information from the stakeholder interviews identified that there are generally low levels of unauthorised encampments in Newark & Sherwood and that the majority occur during the summer months. Encampments are said to be infrequent and can number six or less per year. These usually occur on private land, and the Council do have a Court Order protecting three of its most popular locations. Data from the Council recorded a total of 31 encampments between January 2017 and November 2019.
- 7.41 In the past the Council have resorted to court action to obtain a repossession order to move an encampment on; this process could take up to three weeks. The Council has recently employed a private bailiff company to manage encampments, which is said to have resulted in encampments being moved on within 24 hours with very little clearing-up involved.
- 7.42 Given the small numbers, the existence of private transit pitches, and recent improvement in the time taken to move encampments on the officer from the council that was interviewed was of the view that there isn't a need for a transit site. However, discussions with members of the Tolney Lane Working Group suggest that the Police are keen for some type of more formal public transit provision in Newark & Sherwood to enable them to legally move households on from encampments.

Potential Implications of PPTS (2015)

- 7.43 It has been suggested that there will need to be an increase in transit provision across the country as a result of changes to PPTS leading to more households travelling. This may well be the case, but it will take some time for any changes to become apparent. As such the use of historic evidence to make an assessment of future transit need is not recommended at this time. Any recommendation for future transit provision will need to make use of a robust post-PPTS (2015) evidence base and there has not been sufficient time yet for this to happen at this point in time.

Transit Recommendations

- 7.44 Due to low historic low numbers of unauthorised encampments, and the existence of private transit pitches, it is not recommended that there is a need for a formal public transit site in Newark & Sherwood at this time. However, there is a need for a more strategic approach to transit provision across Nottinghamshire. In addition, the Council should consider the establishment of a network of emergency stopping places to enable the Police to use their powers to move household on.
- 7.45 The situation relating to levels of unauthorised encampments should be monitored whilst any potential changes associated with PPTS (2015) develop – for example a potential increase in the number of households travelling to seek to meet the current planning definition.
- 7.46 As well as information on the size and duration of the encampments, this monitoring should also seek to gather information from residents on the reasons for their stay in the local area; whether they have a permanent base or where they have travelled from; whether they have any need or preference to settle permanently in the local area; and whether their travelling is a result of changes to PPTS (2015). This information could be collected as part of a Welfare Assessment (or similar).
- 7.47 It is recommended that a review of the evidence base relating to unauthorised encampments, including the monitoring referred to above, should be undertaken on a Nottinghamshire-wide basis. This will establish whether there is a need for investment in any new transit provision or emergency stopping places, or whether a managed approach is preferable.
- 7.48 In the short-term the Council should continue to use its current approach when dealing with unauthorised encampments and management-based approaches such as negotiated stopping agreements could also be considered.
- 7.49 The term ‘negotiated stopping’ is used to describe agreed short-term provision for Gypsy and Traveller caravans. It does not describe permanent ‘built’ transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. Agreements are made between the Council and the (temporary) residents regarding expectations on both sides. See www.leedsgate.co.uk for further information.
- 7.50 Temporary stopping places can be made available at times of increased demand due to fairs or cultural celebrations that are attended by Gypsies and Travellers. A charge may be levied as determined by the local authority although they only need to provide basic facilities including: a cold-water supply; porta-loos; sewerage disposal point and refuse disposal facilities. Whilst such

events are unlikely to occur in Newark & Sherwood, the Council should still be aware of temporary arrangements that could be put in place if required.

8. Conclusions

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

Gypsies and Travellers

8.2 In summary there is a need for:

- » 118 pitches in Newark & Sherwood over the GTAA period to 2034 for Gypsy and Traveller households that met the planning definition;
- » 21 pitches for undetermined Gypsy and Traveller households that may meet the planning definition; and
- » 30 pitches for Gypsy and Traveller households who did not meet the planning definition.

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

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

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

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

8.7 It is recommended that need for households that met the PPTS planning definition is addressed through new pitch allocations and the intensification or expansion of existing sites – considering some of the alternative approaches set out above. Given that the majority of identified need comes from households living on private sites it is likely that it will need to be addressed through the provision of private pitches or sites.

- 8.8 The Council will need to carefully consider how to address any needs from undetermined households, from households seeking to move to Newark & Sherwood (in-migration), or from households currently living in bricks and mortar. In terms of Local Plan Policies, the Council could consider the use of a criteria-based policy (as suggested in PPTS).
- 8.9 In general terms, it is the Government’s intention that the need for those households who do not fall within the PPTS planning definition should be met as part of general housing need, as all Travellers that do not meet the planning definition will have been included as part of the overall Objectively Assessed Need (OAN).
- 8.10 It is recognised that the Council already have in place an adopted Local Plan that sets out overall housing need. When the new Local Plan is prepared, the findings of this report should be considered as part of future housing mix and type within the context of the assessment of overall housing need in relation to those households that did not meet the PPTS planning definition of a Traveller.

Travelling Showpeople

- 8.11 As no Travelling Showpeople were identified in Newark & Sherwood, the assessment has identified a need for no plots for households that met the planning definition, no undetermined households and no households that did not meet the planning definition.

Transit Provision

- 8.12 Due to low historic low numbers of unauthorised encampments, and the existence of private transit pitches, it is not recommended that there is a need for a formal public transit site in Newark & Sherwood at this time. However, there is a need for a more strategic approach to transit provision across Nottinghamshire. In addition, the Council should consider the establishment of a network of emergency stopping places to enable the Police to use their powers to move household on.
- 8.13 In the short-term the Council should continue to use its current approach when dealing with unauthorised encampments and management-based approaches such as negotiated stopping agreements could also be considered.

Summary of Need to be Addressed

- 8.14 Taking into consideration all of the elements of need that have been assessed, together with the assumptions on the proportion of undetermined households that are likely to meet the planning definition, the table below sets out the likely number of pitches that will need to be addressed either as a result of the GTAA, or through the HNA and through separate Local Plan Policies.
- 8.15 Total need from Gypsy and Traveller households that meet the planning definition, from undetermined households, and from households that do not meet the planning definition is for 173 pitches. The table below breaks need down by the GTAA and HNA by taking 25% (the ORS national average for Gypsies and Travellers) of need from undetermined households and adding this to the need from households that met the planning definition, and by adding the remaining 75% of need from undetermined households to the need from households that did not meet the planning definition.

Figure 11 – Need for Gypsy and Traveller households broken down by potential delivery method

| Planning Status | GTAA | HNA | TOTAL |
|--|-------------|------------|--------------|
| Meet Planning Definition (+ 25% undetermined) | 123 (118+5) | 0 | 123 |
| Not meeting Planning Definition (+ 75% undetermined) | 0 | 46 (30+16) | 46 |
| TOTAL | 123 | 46 | 169 |

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Appendix A: Glossary of Terms / Acronyms used

| | |
|-------------------------------------|--|
| Amenity block/shed | A building where basic plumbing amenities (bath/shower, WC, sink) are provided. |
| Bricks and mortar | Mainstream housing. |
| Caravan | Mobile living vehicle used by Gypsies and Travellers. Also referred to as trailers. |
| Chalet | A single storey residential unit which can be dismantled. Sometimes referred to as mobile homes. |
| Concealed household | Households, living within other households, who are unable to set up separate family units. |
| Doubling-Up | Where there are more than the permitted number of caravans on a pitch or plot. |
| Emergency Stopping Place | A temporary site with limited facilities to be occupied by Gypsies and Travellers while they travel. |
| Green Belt | A land use designation used to check the unrestricted sprawl of large built-up areas; prevent neighbouring towns from merging into one another; assist in safeguarding the countryside from encroachment; preserve the setting and special character of historic towns; and assist in urban regeneration, by encouraging the recycling of derelict and other urban land. |
| Household formation | The process where individuals form separate households. This is normally through adult children setting up their own household. |
| In-migration | Movement of households into a region or community |
| Local Plans | Local Authority spatial planning documents that can include specific policies and/or site allocations for Gypsies, Travellers and Travelling Showpeople. |
| Out-migration | Movement from one region or community in order to settle in another. |
| Personal planning permission | A private site where the planning permission specifies who can occupy the site and doesn't allow transfer of ownership. |
| Pitch/plot | Area of land on a site/development generally home to one household. Can be varying sizes and have varying caravan numbers. Pitches refer to Gypsy and Traveller sites and Plots to Travelling Showpeople yards. |
| Private site | An authorised site owned privately. Can be owner-occupied, rented or a mixture of owner-occupied and rented pitches. |

| | |
|--------------------------------------|--|
| Site | An area of land on which Gypsies, Travellers and Travelling Showpeople are accommodated in caravans/chalets/vehicles. Can contain one or multiple pitches/plots. |
| Social/Public/Council Site | An authorised site owned by either the local authority or a Registered Housing Provider. |
| Temporary planning permission | A private site with planning permission for a fixed period of time. |
| Tolerated site/yard | Long-term tolerated sites or yards where enforcement action is not expedient, and a certificate of lawful use would be granted if sought. |
| Transit provision | Site intended for short stays and containing a range of facilities. There is normally a limit on the length of time residents can stay. |
| Unauthorised Development | Caravans on land owned by Gypsies and Travellers and without planning permission. |
| Unauthorised Encampment | Caravans on land not owned by Gypsies and Travellers and without planning permission. |
| Waiting list | Record held by the local authority or site managers of applications to live on a site. |
| Yard | A name often used by Travelling Showpeople to refer to a site. |

| | |
|--------------|---|
| GTAA | Gypsy and Traveller Accommodation Assessment |
| GTANA | Gypsy and Traveller Accommodation Needs Assessment |
| HEDNA | Housing and Economic Development Needs Assessment |
| LPA | Local Planning Authority |
| MHCLG | Ministry of Housing, Communities and Local Government |
| ORS | Opinion Research Services |
| PPTS | Planning Policy for Traveller Sites (PPTS) in August 2015 |
| SHMA | Strategic Housing Market Assessment |
| TSP | Travelling Showpeople |

Appendix B: Undetermined Households

Figure 12 - Need for undetermined Gypsy and Traveller households in Newark & Sherwood (2019-34)

| Gypsies and Travellers - Undetermined | Pitches |
|--|-----------|
| Supply of Pitches | |
| Supply from vacant public and private pitches | 0 |
| Supply from pitches on new sites | 0 |
| Pitches vacated by households moving to bricks and mortar | 0 |
| Pitches vacated by households moving away from the study area | 0 |
| Total Supply | 0 |
| Current Need | |
| Households on unauthorised developments | 0 |
| Households on unauthorised encampments | 0 |
| Concealed households/Doubling-up/Over-crowding | 0 |
| Movement from bricks and mortar | 0 |
| Households on waiting lists for public sites | 0 |
| Total Current Need | 0 |
| Future Need | |
| 5 year need from teenage children | 0 |
| Households on sites with temporary planning permission | 2 |
| In-migration | 0 |
| New household formation | 19 |
| <i>(Household base 74 and formation rate 1.50%)</i> | |
| Total Future Needs | 21 |
| Net Pitch Need = (Current and Future Need – Total Supply) | 21 |

Figure 13 – Need for undetermined Gypsy and Traveller households in Newark & Sherwood by 5-year periods

| Years | 0-5 | 6-10 | 11-14 | 15 | Total |
|-------|---------|---------|---------|------|-----------|
| | 2019-24 | 2024-29 | 2029-33 | 2034 | |
| | 8 | 6 | 5 | 2 | 21 |

Figure 14 - Need for undetermined Travelling Showpeople households in Newark & Sherwood (2019-34)

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

Figure 15 – Need for undetermined Travelling Showpeople households in Newark & Sherwood by 5-year periods

| Years | 0-5 | 6-10 | 11-14 | 15 | Total |
|-------|---------|---------|---------|------|----------|
| | 2019-24 | 2024-29 | 2029-33 | 2034 | |
| | 0 | 0 | 0 | 0 | 0 |

Appendix C: Households that did not meet the Planning Definition

Figure 16 - Need for Gypsy and Traveller households in Newark & Sherwood that did not meet the Planning Definition (2019-34)

| Gypsies and Travellers - Not Meeting Planning Definition | | Pitches |
|--|--|-----------|
| Supply of Pitches | | |
| Supply from vacant public and private pitches | | 0 |
| Supply from pitches on new sites | | 0 |
| Pitches vacated by households moving to bricks and mortar | | 0 |
| Pitches vacated by households moving away from the study area | | 0 |
| Total Supply | | 0 |
| Current Need | | |
| Households on unauthorised developments | | 0 |
| Households on unauthorised encampments | | 0 |
| Concealed households/Doubling-up/Over-crowding | | 4 |
| Movement from bricks and mortar | | 0 |
| Households on waiting lists for public sites | | 0 |
| Total Current Need | | 4 |
| Future Need | | |
| 5 year need from teenage children | | 8 |
| Households on sites with temporary planning permission | | 1 |
| In-migration | | 0 |
| New household formation | | 17 |
| <i>(Household base 59 and formation rate 1.70%)</i> | | |
| Total Future Needs | | 26 |
| Net Pitch Need = (Current and Future Need – Total Supply) | | 30 |

Figure 17 – Need for Gypsy and Traveller households in Newark & Sherwood that did not meet the Planning Definition by 5-year periods

| Years | 0-5 | 6-10 | 11-14 | 15 | Total |
|-------|---------|---------|---------|------|-----------|
| | 2019-24 | 2024-29 | 2029-33 | 2034 | |
| | 18 | 6 | 5 | 1 | 30 |

Figure 18 - Need for Travelling Showpeople households in Newark & Sherwood that did not meet the planning definition (2019-34)

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

Figure 19 – Need for Travelling Showpeople households in Newark & Sherwood that did not meet the Planning Definition by 5-year periods

| Years | 0-5 | 6-10 | 11-14 | 15 | Total |
|-------|---------|---------|---------|------|----------|
| | 2019-24 | 2024-29 | 2029-33 | 2034 | |
| | 0 | 0 | 0 | 0 | 0 |

Appendix D: Site and Yard Lists (August 2019)

| Site/Yard | Authorised Pitches or Plots | Unauthorised Pitches or Plots |
|--|-----------------------------|-------------------------------|
| Public Sites | | |
| None | - | - |
| Private Sites with Permanent Permission | | |
| Bowers Caravan Site | 20 | - |
| Castle View | 50 | - |
| Hirram's Paddock | 12 | - |
| Hose Farm | 25 | - |
| Land opposite Ropewalk Farm (Farm View) | 21 | - |
| Newark Road | 8 | - |
| Price's Paddock | 3 | - |
| Riverside Park | 27 | - |
| Ropewalk Farm | 42 | - |
| Sandhill Sconce | 23 | - |
| Seven Oaks | 4 | - |
| Shannon Caravan Site | 25 | - |
| Taylor's Paddock | 2 | - |
| The Paddock | 4 | - |
| The Stables | 4 | - |
| Private Sites with Temporary Permission | | |
| Green Park | 10 | - |
| Park View | 15 | - |
| Shannon Falls | 8 | - |
| Tolerated Sites – Long-term without Planning Permission | | |
| Church View | - | 35 |
| Dunromin | - | 6 |
| Greenwood | - | 4 |
| The Burrow's | - | 2 |
| New Paddocks and Ark Bungalow | - | 2 |
| The Paddocks | - | 3 |
| Unauthorised Developments | | |
| Maryland Paddocks | - | 17 |
| Seven Oaks | - | 1 |
| The Old Stable Yard | - | 6 |
| TOTAL PITCHES | 303 | 76 |
| Travelling Showpeople Yards | | |
| None | - | - |
| TOTAL PLOTS | 0 | 0 |

Appendix E: Household Interview Questions

GTAA Questionnaire 2019



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

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

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

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

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

A General Information

A1 Name of planning authority:
INTERVIEWER please write in

A2 Date/time of site visit(s):
INTERVIEWER please write in

A3 Name of interviewer:
INTERVIEWER please write in

A4 Address and pitch number:
INTERVIEWER please write in

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

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

A6 Name of Family:
INTERVIEWER please write in

A7 Ethnicity of Family:
INTERVIEWER please cross one box only

| | | | |
|--------------------------|--------------------------|--------------------------|--------------------------|
| Romany Gypsy | Irish Traveller | Scots Gypsy or Traveller | Show Person |
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| New Traveller | English Traveller | Welsh Gypsy | Non-Traveller |
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| Other (please specify) | | | |

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

| | | | |
|----------------------|----------------------|----------------------|------------------------|
| Mobile homes | Touring Caravans | Day Rooms | Other (please specify) |
| <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> |

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

Yes No

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

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

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

Choice No option

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

Yes No

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

1 2 3 4 5 6 7 8 9 10

B Demographics

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

| | | | | | |
|----------|-----|----------|-----|----------|-----|
| Person 1 | | Person 2 | | Person 3 | |
| Sex | Age | Sex | Age | Sex | Age |

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

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

C Accommodation Needs

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

INTERVIEWER: AN ADULT IS DEFINED AS 16+

1 2 3 4 5 6 7 8 9 10

Other Please specify

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

1 2 3 4 5 6 7 8 9 10

Other *Please specify*

Details (Please specify)

D **Waiting List**

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

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

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

1 2 3 4 5 6 7 8 9 10

Other (Please specify)

Details (Please specify)

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

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

Other (Please specify)

Details (Please specify)

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

1 2 3 4 5 6 7 8 9 10

No Other (Please specify)

Details (Please specify) and take contact details)

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

| F | Travelling |
|------------|---|
| F1 | <p>How many trips, living in a caravan or trailer, have you or members of your family made away from your permanent base in the last 12 months? <i>INTERVIEWER: Please cross one box only</i></p> <p style="text-align: center;"> <input type="checkbox"/> 0 <input type="checkbox"/> 1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input type="checkbox"/> 4 <input type="checkbox"/> 5+ </p> <p style="text-align: center;"> ↓ Go to F6a } Continue to F2 </p> |
| F2 | <p>If you or members of your family have travelled in the last 12 months, which family members travelled? <i>INTERVIEWER: Please cross one box only</i></p> <p style="text-align: center;"> All the family Adult males Other If other, please specify </p> <p style="text-align: center;"> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> </p> |
| F3 | <p>What were the reasons for travelling? <i>INTERVIEWER: Please cross all that apply</i></p> <p style="text-align: center;"> Work Holidays Visiting family Fairs Other </p> <p style="text-align: center;"> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> </p> <p style="border: 1px solid black; padding: 2px; text-align: center;"> Details / specify if necessary. If fairs—probe for whether this involves work </p> |
| F4 | <p>At what time of year do you or family members usually travel? And for how long? <i>INTERVIEWER: Please cross one box only</i></p> <p style="text-align: center;"> All year Summer Winter </p> <p style="text-align: center;"> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> </p> <p style="border: 1px solid black; padding: 2px; text-align: center;"> And for how long? </p> |
| F5 | <p>Where do you or family members usually stay when they are travelling? <i>INTERVIEWER: Please cross all boxes that apply</i></p> <p style="text-align: center;"> LA transit sites Private transit sites Roadside Friends/family Other If other, please specify </p> <p style="text-align: center;"> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> </p> <p style="border: 1px solid black; padding: 2px; text-align: center;"> INTERVIEWER: Ask F6a — F8 <u>ONLY</u> if F1 = 0. Otherwise, go to F9 </p> |
| F6a | <p>Are there any reasons why you don't you travel at the moment?</p> <p style="border: 1px solid black; padding: 2px; text-align: center;"> Details </p> |
| F6b | <p>Have you or family members ever travelled? <i>INTERVIEWER: Please cross one box only</i></p> <p style="text-align: center;"> Yes <input type="checkbox"/> —————> Continue to F7 No <input type="checkbox"/> —————> Go to F9 </p> |
| F7a | <p>When did you or family members last travel? <i>INTERVIEWER: Please write in</i></p> <p style="border: 1px solid black; padding: 2px; text-align: center;"> Details </p> |
| F7b | <p>What were the reasons for travelling? <i>INTERVIEWER: Please cross all that apply</i></p> <p style="text-align: center;"> Work Holidays Visiting family Fairs Other </p> <p style="text-align: center;"> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> </p> <p style="border: 1px solid black; padding: 2px; text-align: center;"> Details / specify if necessary. If fairs—probe for whether this involves work </p> |

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

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

If other, please specify

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

F9 Do you or other family members plan to travel in the future?
INTERVIEWER: Please cross one box only

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

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

Details

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

Details

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

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

Appendix F: Technical Note on Household Formation and Growth Rates