

Gypsy and Traveller and Travelling Showperson Accommodation Assessment 2021

Bromsgrove District Council

Final Report
December 2021

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Executive Summary

Introduction

The Bromsgrove Gypsy, Traveller and Travelling Showperson Accommodation Assessment 2021 (GTAA) provides the latest available evidence to identify the accommodation needs of Gypsies and Travellers and Travelling Showpeople across the district.

The GTAA has included:

- A review of existing (secondary) data; and
- A household survey and site/yard observation. A total of 22 Gypsy and Traveller households were interviewed in 2021 out of a total of 27 households, an 81.5% response rate. A visit was made to the Travelling Showperson yards in the district but no changes in need were reported and the existing evidence base presented in the 2019 GTAA remains appropriate for this group.

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

Population and current accommodation provision

The 2011 Census identified a total of 23 households in Bromsgrove District where the Household Reference Person had a 'White: Gypsy or Irish Traveller' ethnicity. Of these, 7 lived in a caravan and 16 in bricks and mortar housing.

Culturally appropriate provision includes one Housing Association site (23 pitches), one private authorised pitch and one temporary authorised site (3 pitches). There is one additional private site (3 pitches) which has not yet been developed for residential use. There is a Travelling Showperson's yard with 6 plots.

The bi-annual DCLG Traveller caravan count (Jan 2016 to Jan 2020) reported an average of 34 caravans. The annual Travelling Showperson caravan count (undertaken each January) has consistently showed zero caravans on Travelling Showperson's yards although there is a yard at Portway, close to the A435.

Planning policy requirements for needs assessments

The 2021 National Planning Policy Framework (NPPF) states in Paragraph 62 '*the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policy (including travellers)*'. A footnote in the NPPF then states '*Planning Policy for Traveller Sites sets out how travellers' housing needs should be assessed for those covered by the definition in Annex 1 of that document*'.

The 2015 Planning Policy for Traveller Site (PPTS) document states that '*local planning authorities should make their own assessment of need for the purposes of planning*' and '*ensure that their Local Plan includes fair, realistic and inclusive policies*'

and 'to increase the number of traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply'.

In the absence of further guidance on preparing GTAAs, the methods adopted by arc⁴ reflect the PPTS, build upon those methods established through previous guidance, our practical experience and decisions made at planning inquiries and appeals.

'Cultural' and 'PPTS need'

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

The GTAA establishes an overall 'cultural' need for pitches which accords with the overall need for Gypsy and Traveller culturally appropriate accommodation and takes into account the Human Rights Act 1998, the Equalities Act 2010 and the Housing and Planning Act 2016 section 124. Within this overall need, the specific need from households who meet the nomadic habit of life definitions set out in PPTS Annex 1 is identified. Analysis of the travelling behaviour of households or emerging households in the District planning to move residential location indicates that 81.8% meet the nomadic habit of life/travelling behaviour criteria set out in the PPTS.

Plan periods

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

Gypsy and Traveller pitch requirements

Overall need

There is an overall need for 11 additional Gypsy and Traveller pitches across the District over the period 2021/22 to 2039/40. This takes into account the needs arising from existing, newly forming and in-migrant households and anticipated supply from housing association pitches coming available. Of this need, 5 pitches are from households who meet the nomadic habit of life definition within the PPTS and 6 are from households who do not meet the definition.

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

Table ES1 Addressing Gypsy and Traveller pitch need: Bromsgrove District			
	Bromsgrove District	Cultural need	Of which PPTS NEED
A	5yr Authorised Pitch Shortfall (2021/22 to 2025/26)	17	14
B	Anticipated minimum turnover on housing association site	6	6
C=A-B	Residual need 2021/22 to 2025/26 after turnover	11	8
D	Longer-term need 2026/27 to 2039/40	17	14
E	Anticipated minimum turnover on housing association site	17	17
F=D-E	Residual need 2025/26 to 2039/40 after turnover	0	-3
	Summary	Cultural need	Of which PPTS NEED
G=A+D	Plan period Authorised Pitch Shortfall (2021/22 to 2039/40)	34	28
H=B+E	Anticipated minimum turnover on housing association	23	23
I=G-H	Residual need 2021/22 to 2039/40 after turnover considered	11	5

Travelling Showperson plot requirements

There is currently one Travelling Showperson's yard in the district with 6 plots. There is a need for 3 additional Travelling Showperson plots over the plan period. The 2019 GTAA evidenced this need after 2024/25 so the five year need 2021/22 to 2025/26 is zero and the need 2026/27 to 2039/40 is for 3 plots.

Temporary stopping places and transit provision

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

Policy recommendations

Government policy encourages authorities to meet the needs of all Gypsies and Travellers through the NPPF for those who no longer travel and the PPTS for those who have a nomadic habit of life. The overall need that the council needs to plan for is therefore 11 pitches over the period 2021/22 to 2039/40. There is a need for 11 additional pitches in the first five years of the Local Plan and none for the remainder of the plan period as pitch turnover is expected to meet longer-term needs. Of the 11 pitch need, 6 pitches are for households who no longer travel and 5 pitches for households who have a nomadic habit of life.

It is recommended that the Local Plan sets out policies to inform future planning applications for small private sites should they arise over the plan period. It is

recommended that the Council identifies sufficient land for two small sites to accommodate the needs evidenced.

1. Introduction

Overview

- 1.1 In July 2021, arc⁴ was commissioned by Bromsgrove District Council to prepare the 2021 Gypsy, Traveller and Travelling Showperson Accommodation Assessment (GTAA).
- 1.2 The overall scope of the study is to ensure that the council has a robust evidence base to determine an appropriate level of residential pitch and transit provision over the period to 2040 and to identify the accommodation needs of Gypsies and Travellers to meet both the Planning Policy for Traveller Sites (PPTS)-defined need and the council's obligations under section 124 of the Housing and Planning Act 2016. The study also considers any matters arising from the Covid-19 pandemic.

Who the study covers

- 1.3 The GTAA 2021 adopts the definition of 'Gypsies and Travellers' set out within PPTS, which was published by the government in August 2015. This sets out the following definition of 'Gypsies and Travellers':
'Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily, but excluding members of an organised group of Travelling Showpeople or circus people travelling together as such' (MHCLG Planning policy for traveller sites August 2015 Annex 1, para 1.)
- 1.4 In addition, PPTS 2015 provides the following 'clarification' for determining whether someone is a Gypsy or Traveller:
'In determining whether persons are "gypsies and travellers" for the purposes of this planning policy, consideration should be given to the following issues amongst other relevant matters:
 - a) *whether they previously led a nomadic habit of life*
 - b) *the reasons for ceasing their nomadic habit of life*
 - c) *whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances.'* (MHCLG Planning policy for traveller sites August 2015 Annex 1, para 2)
- 1.5 The following definition of 'Travelling Showpeople' is set out in PPTS 2015:
'Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family's or dependants' more localised pattern of trading, educational or health needs or old age have ceased to travel

temporarily, but excludes Gypsies and Travellers as defined above.’ (MHCLG Planning policy for traveller sites August 2015 Annex 1, para 3)

1.6 In addition:

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

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

Report structure

1.8 The GTAA 2021 report structure is as follows:

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

1.9 The report is supplemented by the following appendices:

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

2. Policy and local context

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

Government policy and guidance

- 2.3 The 2021 National Planning Policy Framework states in Paragraph 62 *'the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies'*. It then lists a number of groups including Travellers. A footnote to the paragraph states *'Planning Policy for Traveller Sites sets out how travellers' housing needs should be assessed for those covered by the definition in Annex 1 of that document'*.
- 2.4 The 2015 Planning Policy for Traveller Site (PPTS) document states that *'local planning authorities should make their own assessment of need for the purposes of planning'* and *'ensure that their Local Plan includes fair, realistic and inclusive policies'* and *'to increase the number of traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply'*.
- 2.5 Policy A of the 2015 PPTS relates to evidence needed to plan positively and manage development. This states *'in assembling the evidence base necessary to support their planning approach, local planning authorities should:*
 - *pay particular attention to early and effective community engagement with both settled and traveller communities (including discussing travellers' accommodation needs with travellers themselves, their representative bodies and local support groups);*
 - *co-operate with travellers, their representative bodies and local support groups; other local authorities and relevant interest groups to prepare and maintain an up-to-date understanding of the likely permanent and transit accommodation needs of their areas over the lifespan of their development plan, working collaboratively with neighbouring local planning authorities; and*
 - *use a robust evidence base to establish accommodation needs to inform the preparation of local plans and make planning decisions.*
- 2.6 In the absence of further guidance on preparing GTAAs, the methods adopted by arc⁴ reflect Policy A of the PPTS; build upon those methods established through previous guidance; our practical experience and findings from planning inquiries and appeals.
- 2.7 The calculation of pitch/plot requirements is based on established DCLG modelling methodology, as advocated in *Gypsy and Traveller Accommodation Needs Assessment Guidance* (DCLG, 2007). Although this guidance was

formally withdrawn in December 2016, in the absence of any updated guidance on the subject, it continues to provide a good practice approach for needs modelling.

- 2.8 Policy B of the 2015 PPTS relates to planning for traveller sites and requires Local Plans:
- to be prepared with the objective of contributing to the achievement of sustainable development and consistent with the policies of the NPPF; and
 - to set pitch targets for Gypsies and Travellers and plot targets for Travelling Showpeople as defined in Annex 1 which address the likely permanent and transit site accommodation needs of travellers in their area, working collaboratively with neighbouring local planning authorities.
- 2.9 Policy B (paragraph 10) sets out that local authorities should, in producing their Local Plan:
- a. identify and update annually, a supply of specific deliverable sites sufficient to provide 5 years' worth of sites against their locally set targets;
 - b. identify a supply of specific, developable sites, or broad locations for growth, for years 6 to 10 and, where possible, for years 11-15;
 - c. consider production of joint development plans that set targets on a cross-authority basis, to provide more flexibility in identifying sites, particularly if a local planning authority has special or strict planning constraints (local planning authorities have a duty to cooperate on planning issues that cross administrative boundaries);
 - d. relate the number of pitches or plots to the circumstances of the specific size and location of the site and the surrounding population's size and density; and
 - e. protect local amenity and environment.
- 2.10 Policy B (paragraph 13) sets out that local authorities should ensure that traveller sites are sustainable economically, socially and environmentally and therefore ensure that their policies:
- a. promote peaceful and integrated co-existence between the site and the local community;
 - b. promote, in collaboration with commissioners of health services, access to appropriate health services;
 - c. ensure that children can attend school on a regular basis;
 - d. provide a settled base that reduces both the need for long-distance travelling and possible environmental damage caused by unauthorised encampment;
 - e. provide for proper consideration of the effect of local environmental quality (such as noise and air quality) on the health and well-being of any travellers who may locate there or on others as a result of new development;

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

Intentional unauthorised development

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

Considering ‘Cultural’ and ‘PPTS’ need

- 2.13 Paragraph 62 of the 2021 NPPF recognises the need to assess a range of community needs including those of Travellers. Government policy encourages authorities to meet the needs of all Gypsies and Travellers. The PPTS is used to plan for the accommodation needs of those Gypsies and Travellers who continue to lead a nomadic habit of life, even if they are temporarily not travelling. The NPPF is used to plan for the accommodation needs of those Gypsies and Travellers that no longer lead a nomadic habit of life. In both respects policy requires need to be assessed and then a five year supply of sites to meet that need to be identified as part of the Local Plan. This approach also reflects the council’s obligations under the Human Rights Act 1998, the Equalities Act 2010 and the Housing and Planning Act 2016 section 124.
- 2.14 Our assessment methodology is set out in Chapter 3 and the outworking of this approach for Bromsgrove district is set out in Chapter 7.

Responding to challenges

- 2.15 GTAA's are subject to intense scrutiny, particularly at planning inquiries and hearings. The methodological approaches taken by arc⁴ aim to maximise the robustness of evidence and measures include:
- An up-to-date assessment of the number of pitches on sites and the number of households living on pitches and any vacancies.
 - Maximising response rates from households.
 - Carefully considering the relationship between households and the pitches they occupy.
 - Sensitive analysis of the flows of existing households from and to districts.
 - Consideration of overcrowding and concealed households.
 - Careful consideration of turnover on council/housing association pitches, with clear assumptions over future potential capacity from households moving away from pitches.
 - Longer-term modelling of need using detailed demographic information contained from household survey work.
 - Reasonable assumptions around the number of households in bricks and mortar accommodation who may want to move to a pitch.

3. Methodology

Introduction

- 3.1 The GTAA research method is grounded in an understanding of the requirement of the NPPF and based on an established methodology which regularly withstands scrutiny at planning inquiries and hearings.
- 3.2 The methodology has comprised:
- a desktop analysis of existing documents, including data on pitches/sites, plots/yards and unauthorised encampments;
 - the collection of primary data, including household interviews with Gypsies and Travellers and Travelling Showpeople;
 - stakeholder consultation; and
 - an assessment of accommodation needs taking into account all available data and information.
- 3.3 The information gathering has been carried out in three phases, as outlined below:
- Phase 1: Literature/desktop review.
 - Phase 2: Survey of Gypsies and Travellers and Travelling Showpeople across the district.
 - Phase 3: Needs assessment and production of the GTAA 2021 report.

Phase 1: Literature/desktop review and steering group discussions

- 3.4 We have reviewed relevant literature, including legislative background and best practice information; and analysis of available secondary data relating to Gypsies and Travellers and Travelling Showpeople in the District.

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

- 3.5 Our aim is to obtain interviews from all households living on sites using a standard questionnaire (Appendix A). This questionnaire has been carefully designed in consultation with councils, feedback from community representatives and planning agents. Site visits took place during September 2021 and households were left with a leaflet explaining the work. Several interviews were conducted with appropriate social distancing taking place.
- 3.6 Regarding the PPTS definition, the questionnaire asks if households have been travelling in the preceding year or within the past five years and/or intend to travel in the next year or in any year in the next five years. Note that households who cannot travel due to age or health limitations are excluded

from analysis. If eligible households answer ‘yes’ to either question the household meets the travelling criteria set out in PPTS. By contrast, all households identifying as part of the Gypsy and Traveller or Travelling Showpeople community are contained within a broader ‘cultural’ definition.

- 3.7 Analysis of the travelling behaviour of households or emerging households planning to move residential location indicates that 63% of travellers in the District meet the nomadic habit of life/travelling behaviour criteria set out in PPTS. These households meet the criteria by either travelling within the past five years and/or intend to travel in the next year or in any year in the next five years. Given the national lockdown restrictions, very few households have been able to travel in the past year and travelling in the past year has not been considered in the assessment of travelling behaviour.

Phase 3: Needs assessment and production of report

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

Pitches and households

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

Site and pitch size

- 3.14 There are no definitive parameters for site or pitch sizes. Although now withdrawn, the DCLG Designing Gypsy and Traveller sites: good practice guide (2008) states in paragraph 4.4 that *‘Gypsy and Traveller sites are designed to provide land per household which is suitable for a mobile home, touring caravan and a utility building, together with space for parking. Sites of various sizes, layouts and pitch numbers operate successfully today and work best when they take into account the size of the site and the needs and demographics of the families resident on them’*.
- 3.15 Paragraph 4.47 states that *‘to ensure fire safety it is essential that every trailer, caravan or park home must be not less than 6 metres from any other trailer, caravan or park home that is occupied separately’*.
- 3.16 Paragraph 7.12 states that *‘as a general guide, it is possible to specify that an average family pitch must be capable of accommodating an amenity building, a large trailer and touring caravan (or two trailers, drying space for clothes, a lockable shed (for bicycles, wheelchair storage etc.), parking space for two vehicles and a small garden area’*.
- 3.17 Paragraph 4.13 states that *‘smaller pitches must be able to accommodate at least an amenity building, a large trailer, drying space for clothes and parking for at least one vehicle’*.
- 3.18 As a general guide, it is suggested by arc⁴ that the minimum pitch size is 25m by 25m (625 square meters or 0.0625 hectares). This would support a twin-unit chalet/mobile home (15m x 6.5m), a tourer, an amenity shed/building (5m x 4m), two vehicle spaces (minimum 2.4m x 4.8m for each space) and turning circle for vehicles, amenity space and a small garden area/play space. Residential units need to be 3m from the pitch boundary and at least 6m apart. A slightly larger pitch of 25m by 30m (750 square meters or 0.075 hectares) would be appropriate for larger household units requiring several residential units.
- 3.19 It is generally accepted amongst the Travelling community that private sites of up to 6-10 pitches are appropriate. Public sites tend to be larger and have policies and procedures in place to ensure the effective management of sites.
- 3.20 In 2010, the Showmen’s Guild of Great Britain prepared a document ‘Travelling Showpeople’s sites: a planning focus – model standard package). This document was intended to provide guidelines to Travelling Showpeople and Local Planning Authorities when considering the needs of Travelling Showpeople.
- 3.21 This document confirmed that:
- a plot is a piece of land occupied by a showperson with their family and equipment, used to store fairground rides, vehicles and other items as well as for living accommodation. The family unit can be large or small, for instance an extended family with grandparents, parents and children, or a single-family unit of parents and children.
 - A yard is two or more plots owned by the same family who may use this for their own family purposes or may let part out to other Showpeople.

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

Occupancy

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

Response

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

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

- 4.1 This chapter looks at the current picture in terms of the current population and demography of Gypsies and Travellers across Bromsgrove District before going on to explore the extent and nature of provision across the district.

2011 Census population and household estimates

- 4.2 The 2011 Census (Tables 4.1 and 4.2) identified a total of 60 people and 23 households in Bromsgrove District with a Household Reference Person who identified as having a White Gypsy or Irish Traveller ethnicity. 70% of households who identified as Gypsy/Traveller lived in bricks and mortar accommodation and 30% lived in caravans.

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

Local Authority	Total: Accommodation type	House or bungalow	A flat, maisonette or apartment	A caravan or other mobile or temporary structure
Bromsgrove	60	31	13	16

Source: 2011 Census CT127

Table 4.2 Households identifying as Gypsy Traveller by accommodation type

Local Authority	Total: Accommodation type	House or bungalow	A flat, maisonette or apartment	A caravan or other mobile or temporary structure
Bromsgrove	23	11	5	7

Source: 2011 Census CT0128

Caravan Count information

- 4.3 Snapshot counts of the number of Gypsy and Traveller caravans were requested by the government in 1979 and have since been undertaken every January and July by local authorities. An annual count of Travelling Showperson caravans takes place every January. The counts provide a source of information on the number of caravans located on authorised and unauthorised sites but do not record the actual number of pitches on sites/yards.
- 4.4 The figures for the last nine Traveller caravan counts for Bromsgrove District are set out in Table 4.3. Data shows an average of 33 caravans across the district during the period Jan 2016 to Jan 2020. Of these, 97.4% were on public sites and 2.3% on private sites.

Table 4.3 Bi-annual Traveller caravan count figures January 2016 to January 2020 Bromsgrove District

Date	Authorised sites with planning permission		Unauthorised sites without planning permission	Total
	Social Rented	Total Private	Total Unauthorised	
Jan 2016	33*	0	0	33*
Jul 2016	33	1	0	34
Jan 2017	33	0	0	33
Jul 2017	33	1	0	34
Jan 2018	33	1	0	34
Jul 2018	33	1	0	34
Jan 2019	33	1	0	34
July 2019	33	1	0*	34
Jan 2020	33	1	0	34
Nine-Count Average* (Jan 2016- Jan 2020)	33	1	0	34
Nine-Count % Average* (Jan 2016- Jan 2020)	97.7%	2.3%	0%	100.0%

Source: MHCLG Traveller Caravan Count, Live Table 1 (January 2020)

*The actual return reports zero caravans but this may be an administrative error and therefore 33 caravans are assumed.

In January 2019, the Billesley Lane site was occupied but not included in the caravan count. Counts not taken in July 2020 or Jan 2021 due to the COVID pandemic.

- 4.5 Over the period 2015 to 2020 there were no reported Travelling Showperson caravans across Bromsgrove in the MHCLG (now DLUHC) caravan count statistics (Table 4.4). There is one Showperson's yard at Portway, off the A435

Alcester Road which comprises 6 plots. It is recommended that the Council includes this yard in future caravan counts.

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

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

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

Local site and yards

- 4.6 Broadly speaking, authorised sites are those with planning permission and can be on either public or privately-owned land. Unauthorised sites are made up of either longer term¹ unauthorised encampments² that have been in existence for some considerable time and so can be considered to be indicative of a permanent need for accommodation (in some instances local authorities class these as tolerated sites and do not take enforcement action to remove them); and unauthorised developments, where Travellers are residing upon land that they own and that does not have planning permission (see Appendix B for more detailed definitions).
- 4.7 Table 4.5 sets out the range of sites and Travelling Showperson's yards across Bromsgrove District. The table also shows the number of household survey responses or where data have been obtained from site management data.
- 4.8 Culturally appropriate provision includes one Housing Association site (23 pitches), one private authorised pitch and one temporary authorised site (3 pitches). There is one additional private site (3 pitches) which has not yet been developed for residential use. There is a Travelling Showperson's yard with 6 plots.

¹ Approximately three months or longer

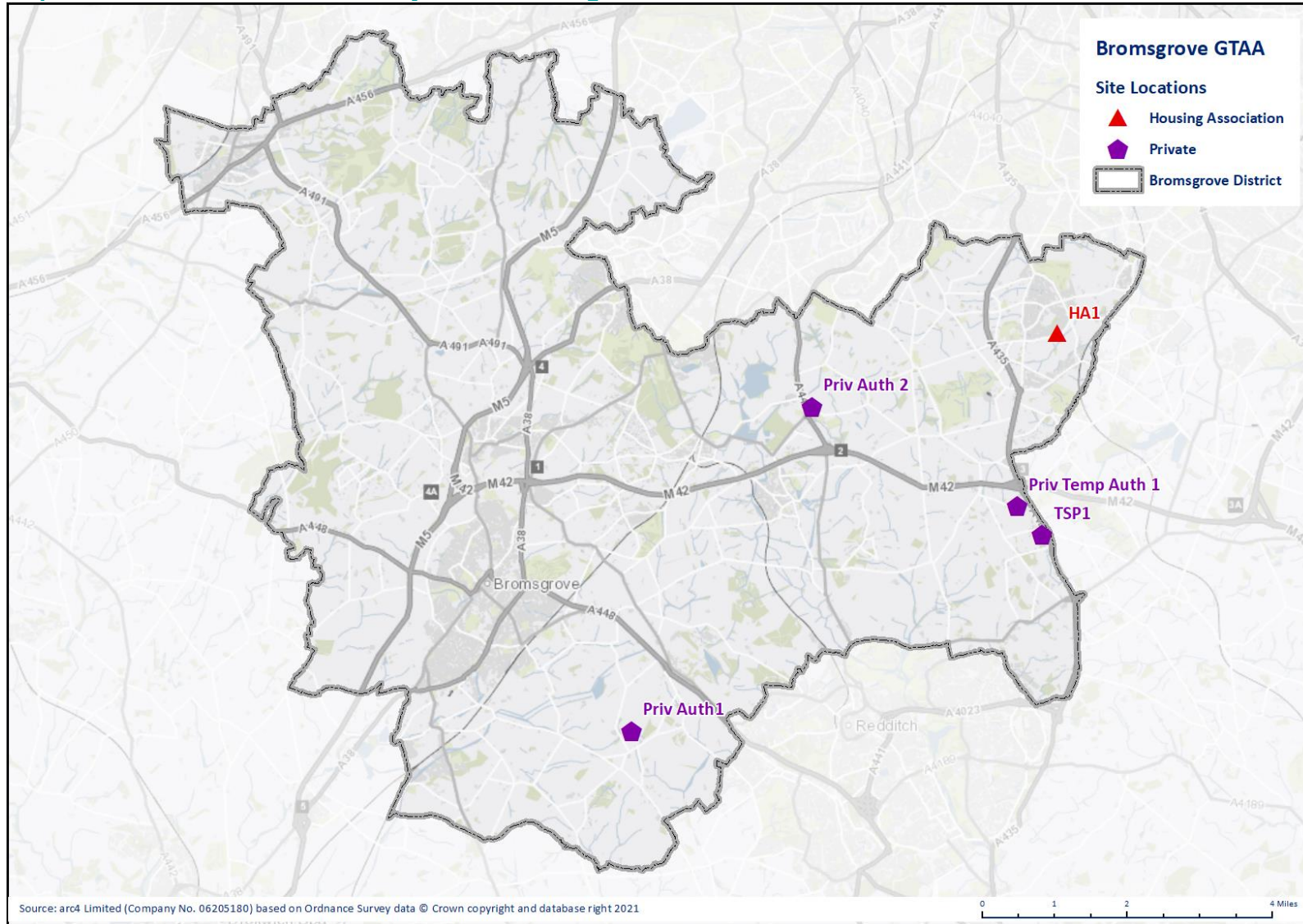
² Please note that unauthorised encampments also encompass short-term illegal encampments, which are more indicative of transit need, see para 7.10 for more information on these encampments.

Table 4.5 List of Gypsy & Traveller sites and Travelling Showperson yards (as at September 2021)											
Site Code	Site Name	Address	Postcode	Ownership	Type	Pitches	Households	Response	Non response	Non -response Reason	
										Refused	Not available
HA1	Houndsfield Site,	Houndsfield Lane, Wythall	B47 6LX	Housing Association	Permanent Authorised	23	23	19	4	2	2
Priv Auth1	Sheltwood Lane	Sheltwood Lane, Tardebigge	B60 3EY	Private	Permanent Authorised	1	1	0	1	1	
Priv Auth 2	Land south of Karenswood,	Ash Lane, Alvechurch	B48 7TT	Private	Permanent Authorised	3	Not occupied	Not applicable			
Priv Temp Auth 1	Billesley Lane	Billesley Lane (Land on south side Billesley Road to rear of Portway Hotel	B48 7HG	Private	Temporary Authorised	3	3	3	0	0	0
TOTAL (occupied pitches)				TOTAL	G&T	27³	27	22	5	3	2
Yard Code	Yard Name	Address	Postcode	Ownership	Type	Plots	Households	Response	Comment		
TSP1	Travelling Showperson Yard	White Lion Park, Alcester Road, Portway, Alvechurch	B48 7HT	Private	Permanent Authorised	6	6	6	(no changes reported from survey carried out in 2018)		

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

³ Excluding 3 pitches at Land south of Karenswood as this site was not occupied at the time of the survey

Map 4.1 Location of sites and yards in Bromsgrove District



5. Household survey findings

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

Gypsy and Traveller households living in Bromsgrove

- 5.2 A review of the characteristics of Gypsy and Traveller households living in Bromsgrove District has been based on data from a total of 22 households interviewed as part of the 2021 GTAA.
- 5.3 The number of responses achieved to particular questions is summarised for each question. It would not be appropriate to provide a detailed analysis of the survey information, for instance by type or location of site, as this has the potential to identify individual responses. Broad summaries of the household data are presented in a manner which maintains respondent confidentiality. Where analysis refers to ‘small numbers’ this means 4 or fewer households responding.
- 5.4 **Ethnicity** (base=22): Of household representatives interviewed 77.3% described themselves as Gypsy (including Romany, Romany Gypsy and English Gypsy), 4.5% English Traveller and 18.2% as Irish Traveller.
- 5.5 Data from the household survey provided an insight into household size, type and the age of residents living on pitches.
- 5.6 **Household size** (base=22): 18.2% of households were single person; 27.3% two person; 9.1% three person; 27.3% four person, 4.5% five person and 13.6% six or more person households.
- 5.7 **Household type** (base=22): 45.5% were single parents, 18.2% singles, 18.2% couples with child(ren), 13.6% couples with adult child(ren) and 4.5% were extended family (for instance couples with siblings).
- 5.8 **Age profile:** The household survey identified a total of 52 Gypsies and Travellers living on sites in Bromsgrove. Household survey data reports the following age profile (base=52) of the Travelling population living on pitches: 34.6% were aged 13 or under, 7.7% aged 14-17, 28.8% aged 18-34, 13.5% aged 35-49, 9.6% aged 50-64 and 5.8% aged 65 and over.
- 5.9 **Length of residence** (base=32): 36.4% had lived at their current place of residence for less than 5 years, 22.7% between 5 and less than 10 years, 31.8% between 10 and less than 20 years and 9.1% for 20 years or more.
- 5.10 **Overcrowding:** When asked if their home was overcrowding (base=22), 86.4% said no it was not overcrowded and 13.6% said it was overcrowded. When asked whether their pitch was overcrowded (base=22), 100% said no.
- 5.11 **Regarding the need for more residential pitches** (base=15), respondents were asked if they felt there was a need for more pitches. This was to gauge

local views on need and does not influence the needs assessment modelling carried out. 53% said there was a need for more and 47% said no more were needed. Of those stating a number (base=8), 75% said less than 5 pitches and 25% between 5 and less than 10 pitches.

Help and support needs

- 5.12 Respondents were asked if they had any broader help and support needs. Three mentioned help with their medical needs including support for family members with ADHD, one had concerns about noise issues and one family educational support needs. Five households mentioned a need for property repairs to be carried out.

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

Introduction

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

Gypsy and Traveller pitch requirement model overview

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

- vacant pitches on authorised sites.
- 6.8 The model then reconciles total need and existing authorised supply over the next five years by summarising:
- total need for pitches; and
 - total supply of authorised pitches.
- 6.9 The longer-term model then considers the cultural need over the period to 2039/40. This is based on the age profile of children under 13 living in Gypsy and Traveller households on pitches (the longer-term model). Data for the final year of the plan period (2039/40) have been extrapolated based on the annualised requirement over the period 2026/7 to 2035/36 (which is 12 pitches or 1.2 each year, so the needs figure for 2036/37 to 2039/40 is 5 pitches).
- 6.10 For each model, the likely pitch need from households meeting the PPTS definition is also calculated.

Bromsgrove District Gypsy and Traveller pitch need analysis: Description of factors in the 5-year need model

- 6.11 Table 6.1 provides a summary of the 5-year pitch need calculation. Each component in the model is now discussed to ensure that the process is transparent and any assumptions clearly stated.

Need

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

- 6.12 These figures are derived from council data and site observation data. In summary there are 27 households living on 24 authorised pitches and 3 temporary authorised pitches.
- 6.13 No households were identified as being concealed/doubled up on pitches.

Current households in bricks and mortar accommodation (2)

- 6.14 The 2011 Census suggested there were 16 households living in bricks and mortar accommodation.

Weighting of data

- 6.15 Survey data have been weighted to take account of non-response households. The weighting is 27 (total households) divided by 22 (total responses) = 1.23

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

- 6.16 This was derived from information from the 2021 household survey for respondents currently on pitches.

- 6.17 Of existing households currently on sites, the household survey indicates that 3.7 (weighted) plan to move and in the next 5 years.
- 6.18 For households currently in bricks and mortar, based on national arc⁴ studies it is estimated that 5.3% of households living in bricks and mortar would prefer to live on a site which would equate to 0.8 households.
- 6.19 Regarding in-migration, analysis of household survey data indicates that 7.4 households (weighted) have moved into the district and onto a pitch in the past 5 years and shown at row 3g.
- 6.20 The factors presented in section 3 of the model result in an overall net requirement of +7 pitches (weighted) from existing households planning to move in the next 5 years which includes an allowance for in-migration.

Emerging households (4)

- 6.21 This is the number of households expected to emerge in the next 5 years based on 2021 household survey information. The total number is +9.8 (weighted). If young people old enough to form their own household were living with family and have not specified that they want to form a new household, this is assumed to be through choice and the model does not assume they want to form a new household.

Total need for pitches (5)

- 6.22 This is a total of current households on authorised pitches, households on pitches planning to move in the next five years and demand from emerging households currently living on pitches. This indicates a total need for 44 pitches (27 existing households on pitches plus a net need for 7 (weighted) pitches from existing households planning to move including in-migration and a need for 9.8 (weighted) pitches from emerging households).

Supply

Current supply of authorised pitches (6)

- 6.23 This is a summary of the total number of occupied authorised pitches and the number of vacant authorised pitches. This shows a total supply of 24 authorised pitches plus zero vacant pitches resulting in a total supply of 24 authorised pitches. The total number of authorised pitches excludes the 3 pitch site at Billesley Lane because this is not permanently authorised. However, analysis does include 3 pitches at Land South of Karenswood at row 6b which have not yet been developed.

Reconciling supply and demand

- 6.24 There is a total need over the next five years (2021/22 to 2025/26) for 44 additional pitches in Bromsgrove District (Table 6.1) compared with a supply of 27 authorised pitches. The result is an overall cultural need shortfall of 17 pitches.

Table 6.1 Summary of demand and supply factors: Gypsies and Travellers – 2021/22 to 2025/26			
CULTURAL NEED		Bromsgrove District	
1	Households living on pitches	1a. On housing association site	23
		1b. On private site - Authorised	1
		1c. On private site – Temporary Authorised	3
		1d. Total (1a to 1c)	27
2	Estimate of households living in bricks and mortar accommodation	2011 Census	16
		Weighting for non-response	1.23
3	Existing households planning to move in next 5 years	Currently on sites	
		3a. To another pitch/same site (no net impact)	2.5
		3b. To another site in district (no net impact)	0.0
		3c. From site to bricks and mortar (-)	0.0
		3d. To site/bricks and mortar outside district	1.2
		Currently in Bricks and Mortar	
		3e. Planning to move to a site in LA (+)	0.8
		3f. Planning to move to another B&M property (no net impact)	0.0
		In-migrant households	
		3g. Allowance for in-migration (+)	7.4
3h. TOTAL Net impact (-3c-3d+3e+3g)	7.0		
4	Emerging households (5 years)	4a. Currently on site and planning to live on current site	3.7
		4b. Current on site and planning to live on another site in the district	6.1
		4c. Currently on site and planning to live outside the district	0
		4d. Currently in B&M planning to move to a site in LA (+)	0
		4e. Currently in B&M and moving to B&M (no net impact)	0
		4f. Currently on Site and moving to B&M (no net impact)	0
		4g. TOTAL (4a+4b+4d)	9.8
5	Total Need	1d+3h+4g	44
SUPPLY			
6	Current supply of authorised pitches	6a Current supply of occupied permanently authorised pitches	24
		6b. Current authorised pitches which are not yet developed or vacant	3
		6c. Total current authorised supply (6a+6b)	27
RECONCILING NEED AND SUPPLY			
7	Total need for pitches	5 years (from 5)	44
8	Total supply of authorised pitches	5 years (from 6c)	27
5 YEAR AUTHORISED PITCH SHORTFALL 2021/22 TO 2025/26			17

Longer-term pitch requirement modelling

- 6.25 Longer-term pitch need modelling has been carried out using known household structure information from the household survey of households living on pitches. On the basis of the age of children in households, it is possible to determine the extent of 'likely emergence', which assumes that a child is likely to form a new household at the age of 18.
- 6.26 The year when a child reaches 18 has been calculated and it is possible to assess how many newly forming households may emerge over the period 2026/27 to 2038/39, with data extrapolated to 2039/2040. A reasonable assumption is that half of these children will form new households, bearing in mind culturally women tend to move away on marriage and men tend to stay in close proximity to their families on marriage. The model therefore assumes that 50% of children will form households when they reach 18 and that these households remain in Bromsgrove District. This approach has been tested at inquiry and the assumption has been corroborated by several Travelling interviewees. Analysis would suggest a total cultural need for 17 additional pitches over the period 2026/27-2039/40 (Table 6.2).

Table 6.2 Future pitch requirements in Bromsgrove District based on the assumption that 50% of children form households on reaching 18

Time period	No. children	Expected household formation
2026/27 to 2030/31 (5 years)	7	4
2031/32 to 2035/36 (5 years)	16	8
2036/37 to 2039/40 (4 years)	9	5
Total (2026/27 to 2039/40) (14 years)	32	17

Note. The period 2036/27 to 2039/40 is based on an extrapolation of annual need over the period 2026/27 to 2035/36. Over 2026/27 to 2035/36, there are 23 children expected to form 12 households or 1.2 each year. Applying this to the 4 years 2036/37 to 2039/40 results in a need from 9 children expected to form 5 households.

Planning Policy for Traveller Site definition

- 6.27 Analysis of household survey data has been carried out to assess the extent to which households meet the nomadic habit of life test of the PPTS. Analysis establishes that:
- For all households (base=22), 6 are exempt from the PPTS nomadic habit of life test because they are unable to travel for either health reasons or because children are in education. A further 7 do not travel and 9 travel. Excluding exemptions, 56.2% of households meet the PPTS nomadic habit of life definition.
 - A total of 3 existing households (unweighted) are planning to move and 2 out of 3 meet the PPTS definition or 67%.

- A total of 8 new households (unweighted) are expected to form in the next 5 years. Of these, 1 does not meet the PPTS definition and 7 meet the definition or 87.5%. Note that in Table 6.1 a weighted figure of 10 is shown.

6.28 Therefore 9 out of 11 respondents (unweighted) who are planning to move (either as an existing or emerging household) meet the PPTS travelling definition or 81.8%.

Overall plan period pitch need

6.29 Table 6.3 summarises the overall need for pitches across Bromsgrove District over the plan period 2021/22 to 2039/40. It presents the overall cultural need based on households identifying as Gypsy and Traveller and a PPTS need which is a subset of the cultural need and represents households who meet the PPTS nomadic habit of life definition. Need has been assessed over a short-term 2021/22 to 2025/26 and longer-term 2026/27 to 2039/40 period. The overall need is 34 pitches of which 28 is PPTS need. The main driver of need in the first five years is net in-migration and emerging households. In-migrants came from a range of local authorities from the West Midlands and Northern regions. Precise origins are not reported for confidentiality reasons.

Table 6.3 Plan period Gypsy and Traveller pitch need 2021/22 to 2039/40

	Cultural need	Of which: PPTS need
5yr Authorised Pitch Shortfall (2021/22 to 2025/26) (A)	17	14
Longer-term need		
<i>Over period 2026/7 to 2030/31 (B)</i>	4	3
<i>Over period 2031/32 to 2035/36(C)</i>	8	7
<i>Over period 2036/37 to 2039/40(D)</i>	5	4
<i>Longer-term need TOTAL to 2039/40 (14 years) E=(B+C+D)</i>	17	14
NET SHORTFALL 2021/22 to 2039/40 (A+E) (19 years)	34	28
Annual net shortfall	1.8	1.5

Comparison with previous GTAA

6.30 The 2019 GTAA identified a need for the period 2019/20 to 2029/30 for 28 pitches of which 24 were PPTS need. Over this 11 year period, the annualised need was 2.5 of which 2.2 was PPTS need. The 2021 GTAA therefore suggests a lower annualised need. This is partly due to a reduction in the level of household formation.

Potential capacity for Gypsy and Traveller pitches on existing sites

Turnover on sites

- 6.31 Turnover relates to the number of pitches that are expected to become available for occupancy. Analysis only includes expected turnover on public sites as this is referenced in (former) CLG guidance and more accurate data on changes in pitch occupancy is likely to be available. Although there is likely to be turnover on private sites, the ability of households to move onto private sites may be more restrictive (for instance the site may be restricted to a particular family) and less likely to be recorded. 5 out of 19 households interviewed on the Houndsfield Lane Housing Association site have moved onto their pitch in the past 5 years, representing a 5 year turnover rate of 26.3%. Applied to all pitches (23) would give a turnover of 6 pitches or 1.2 each year.

Potential for additional pitches on existing sites

- 6.32 There were no sites which could be expanded or intensified to provide additional pitches.
- 6.33 Within Bromsgrove, there is one additional site which is not currently occupied:
- Land south of Karenswood, Ash Lane, Alvechurch (3 pitches) – authorised site but not currently developed

Potential new sites

- 6.34 Respondents to the household survey were asked if they own any land or know of anywhere within the district which could be considered for development as a site. No potential sites were identified.

Impact of turnover and new pitch provision on pitch need

- 6.35 As shown in Table 6.4, anticipated turnover reduces the overall cultural need to 11 pitches of which 5 are PPTS need.

Table 6.4 Addressing Gypsy and Traveller pitch need: Bromsgrove			
	Bromsgrove District	Cultural need	Of which PPTS NEED
A	5yr Authorised Pitch Shortfall (2021/22 to 2025/26)	17	14
B	Anticipated minimum turnover on Housing Association site	6	6
C=A-B	Residual need 2020/21 to 2025/26 after turnover	11	8
D	Longer-term need 2026/27 to 2039/40	17	14
E	Anticipated minimum turnover on Housing Association site	17	14
F=D-E	Residual need 2025/26 to 2039/40 after turnover	0	0
	Summary	Cultural need	Of which PPTS NEED
G=A+D	Plan period Authorised Pitch Shortfall (2021/22 to 2039/40)	34	28
H=B+E	Anticipated minimum turnover on housing association site	23	23
I=G-H	Residual need 2021/22 to 2039/40 after turnover considered	11	5

- 6.36 Government policy through the NPPF encourages authorities to meet the needs of all Gypsies and Travellers including those who no longer travel and through the PPTS for those who have a nomadic habit of life. The overall need that the Council needs to plan for is therefore 11 pitches over the period 2021/22 to 2039/40. There is a need for all 11 additional pitches in the first five years of the Local Plan and none for the remainder of the plan period as turnover is expected to meet the needs identified.
- 6.37 Of the 11 pitch need, 6 pitches are for households who no longer travel and 5 pitches for households who have a nomadic habit of life.

Tenure preferences

- 6.38 Respondents planning to move and form new households were asked to consider their preferred tenure of pitches (social rented or private). All stated a preference for Council/Housing Association pitches, and 12.5% mentioned a mix of private/public.

Transit requirements

- 6.39 There are a number of ways to deliver temporary places where Travellers can stop whilst passing through a local authority area. These include transit sites, stop over areas and negotiated stopping.

6.40 A good indicator of transit need is unauthorised encampment activity. Over the past five years 2016 to 2021, there were 15 incidences of unauthorised encampment activity (Table 6.5). Over this period:

- The number of caravans on unauthorised encampments has ranged between 1 and 20.
- The median number of caravans on an encampment has been 4 and mode (most frequently reported) has been 4 caravans.

Table 6.5 Unauthorised encampment activity in Bromsgrove District		
Number of encampments recorded January 2016 to September 2021	15 (2016=5; 2017=4; 2018=1; 2019=1, 2020 =2, 2021 (to end Sept) = 2	
Number of caravans	Mode (most frequently reported)	4
	Average	10
	Median	4
	Range	1 to 20

6.41 The incidence of unauthorised encampment activity was considerably higher prior to 2016. The 2019 GTAA did not recommend that the Council develop transit sites but the need for transit provision should be regularly reviewed.

6.42 The need for transit provision is expected to become more acute given proposed new legislation through the Police, Crime, Courts and Sentencing Act (Part 4). This will make using land for stopping without permission a criminal offence rather than a civil offence. The Bill gives police increased powers to act and introduces significant penalties (fines up to £2,500, impounding vehicles and prison sentences).

6.43 Although the unauthorised encampment activity has lessened in recent years, and in the light of anticipated new legislation, the Council needs to consider appropriate responses. The majority of encampments (71.4%) comprise 5 or fewer caravans; 78.6% of encampments comprise 8 or fewer caravans. There have been three instances since the start of 2016 when the encampment comprised 15 or more caravans. The maximum number of caravans reported on an unauthorised encampment was 20.

Transit site provision

6.44 A four-pitch transit site could accommodate up to 8 caravans at one time which would address the majority of transit need.

6.45 In terms of transit pitches, 'Designing Gypsy and Traveller Sites: Good Practice Guide' (CLG, 2008) states:

- Size of pitch – sufficient to accommodate two touring caravans, two parking spaces and private amenities;

- Amenities should include electricity supply, toilet, wash basin and shower with hot and cold water supply for each pitch;
- Depending on the level of use, portable facilities may be more appropriate, particularly if the sites are empty for lengthy periods of time and therefore at risk of vandalism.

Temporary stop over provision

- 6.46 A temporary stop over area is land which can be used on a temporary basis if unauthorised encampments occur or are likely to occur. They can be fields, areas of hardstanding or a mixture of both. Temporary facilities can be provided when the temporary stop over is in use, for instance portable toilets and rubbish collection.

Negotiated stopping

- 6.47 Negotiated stopping involves Councils making an agreement with Gypsies and Travellers on unauthorised encampments. The terms of the agreement can vary but usually include the provision of portaloos, waste disposal, water; the length of the agreement can vary but tends to be around 28 days; and users agree to comply with rules for behaviour and use of the site.

Policy response

- 6.48 The Council should consider the options for transit provision. A blend of different approaches may be appropriate, with an emphasis on providing temporary stopping places and negotiated stopping arrangements rather than a dedicated transit site.

Showperson plot requirements

- 6.49 There is currently one Travelling Showpersons yard located in off the A435 Alcester Road at Portway which comprises 6 individual plots. Discussions with residents indicated that there had been no change in circumstances since the 2019 GTAA. Therefore, the annual need for 0.18 plots of which the PPTS need is for 0.18 plots. Over the plan period 2021/2 to 2039/40, the overall additional plot need is therefore 3 plots.
- 6.50 The 2019 GTAA evidenced this need after 2024/25 so the five year need 2021/22 to 2025/26 is zero and the need 2026/27 to 2039/40 is for 3 plots.

7. Conclusion and response

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

Current accommodation

- 7.2 There are well-established Gypsy and Traveller communities living in Bromsgrove District. Culturally appropriate provision includes one Housing Association site (23 pitches), one private authorised pitch and one temporary authorised site (3 pitches). There is also an additional private site (3 pitches) which has not yet been developed for residential use. There is a Travelling Showperson's yard with 6 plots.

Future residential need

- 7.3 Government policy through the NPPF encourages authorities to meet the needs of all Gypsies and Travellers including those who no longer travel and through the PPTS for those who have a nomadic habit of life. The overall need that the Council needs to plan for is therefore 11 pitches over the period 2021/22 to 2039/40. There is a need for 11 additional pitches in the first five years of the Local Plan and zero for the remainder of the plan period as sufficient pitches are likely to come through turnover.
- 7.4 Of the 11 pitch need, 6 pitches are for households who no longer travel and 5 pitches for households who have a nomadic habit of life.
- 7.5 It is recommended that the Local Plan sets out policies to inform future planning applications for small private sites should they arise over the plan period. We did not get any specific insights from Gypsies and Travellers interviewed where preferred site locations should be. However, the following suggestions, based on a range of policies from other local authorities should be taken into account when drafting the Council's policies on new residential pitch provision:
- The site is in a sustainable location in terms of accessibility to services and facilities, including health and schools.
 - The site is suitable in terms of vehicular access to the highway, parking, turning, road safety and servicing arrangements and has access to essential services such as water supply, sewerage, drainage and waste disposal
 - Appropriate screening and landscaping is included within the proposal to protect local amenity and the environment.
 - The site is not affected by environmental hazards that may affect the residents' health or welfare or be located in an area of high risk of flooding, including functional floodplains
 - They promote peaceful and integrated co-existence between the site and the local community.

- They enable mixed business and residential accommodation (providing for the live-work lifestyle of Travellers).
 - They avoid undue pressure on local infrastructure and services.
 - The proposal is well related to the size and location of the site and respects the scale of the nearest settled community
 - Proposals make adequate provision for on-site facilities that meet best practice for modern Traveller site requirements, including play areas, storage, provision for recycling and waste management.
- 7.6 It is most likely that, although there is a preference for publicly-run sites, new development is likely to be small private sites. It is recommended that the Council identifies sufficient land for two small sites to accommodate the needs evidenced.
- 7.7 There is a need for 3 additional Travelling Showperson plots over the plan period. The 2019 GTAA evidenced this need after 2024/25 so the five year need 2021/22 to 2025/26 is zero and the need 2026/27 to 2030/31 is for 3 plots. Regarding Travelling Showperson yards, the points raised in paragraph 7.5 are also appropriate. It is also recommended that the Council includes the existing Travelling Showperson site in its annual caravan count monitoring.

Transit site/stop over need

- 7.8 The Council should consider the options for transit provision. A blend of different approaches may be appropriate, with an emphasis on providing temporary stopping places and negotiated stopping arrangements rather than a dedicated transit site.

Future updating

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

Appendix A: Gypsy and Traveller Fieldwork Questionnaire

	Date and Time			
	Site Reference			
	Address			
	General Data Protection Regulation (2018) and Data Protection	GDPR came into effect from 25th May 2018. This provides rights of people to control personal data held about them by organisations		
		This study is being done for Bromsgrove District Council to identify if there is a need for more residential pitches and transit provision in the area. A report will be prepared based on the findings of these surveys. The information you provide will not be used for any other purpose.		
		The information you provide will not be used to identify you personally, will be kept strictly confidential		
	Can you please say if you are happy to carry on with the questionnaire on this basis?	Yes	No	
1	Pitch/Property Type (and tenure if B&M)			
2	No. Statics/mobiles/chalets or bricks and mortar			
3	No. tourers/caravans			
4	Description of pitch occupancy			
5	No. households			
6	No. concealed households			
7	No. doubled up households			
8	Does anyone else use this pitch as their home? If so, who			
9	Household characteristics			
		Gender	Age	Relationship to respondent
	Respondent			
	Person 2			
	Person 3			
	Person 4			
	Person 5			
	Person 6			
	Person 7			
	Person 8			
10	Ethnicity			
11	How many bedspaces are there on your pitch?			
12	Overcrowding of home	Y / N		
13	Overcrowding of pitch	Y / N		
14	Thinking back to when you were 15, were you living on a site, on the roadside or living in bricks and mortar housing?	S, R, B&M		
15	Where were you living? Record district/settlement name			

	In 2015, the Government changed its definition of Gypsies and Travellers for planning purposes. To be recognised as a Gypsy Traveller you or someone in your household has to travel. I'm now going to ask a few questions about whether you or someone in your household travels				
16	In the last year have you or someone in your household travelled?	Y / N			
17	Previous to the last year, did you or someone in your household travel?	Y / N			
18	Reason(s) for travelling				
19	Please describe when and where do you travel? (if relevant)				
20	Do you or a member of your household plan to travel next year?	Y / N			
21	Do you think you or a member of your household will travel in the next two to five years?	Y / N			
22	What reasons do you or your household have for not travelling now or in the future?				
	Where you plan to live in the future				
23	Are you planning to move to another place to live in the next 5 years?	Y / N			
24	Why are you planning to move ?				
25	Where are you planning to move to? (Same Site, Private Site in District, Council Site in District, Outside District (if so where), Bricks and Mortar housing). Try and get specific location				
26	What type of dwelling ? (caravan, trailer, chalet house, flat, bungalow)				
26a	If pitch, single (one static) or double pitch (for two statics)				
	If in B&M housing				
27	If you live in bricks and mortar housing, are you happy to live here or would you prefer to live on a pitch?	Happy Here / Prefer plot			
28	If you would prefer to live on a pitch is this because you have a 'cultural aversion' to living in bricks and mortar (this means it affects your mental health and makes you unhappy/depressed)?	Y / N			
	Emerging households				
29	Emerging households: Are there any people in your household who want to move to their own pitch in the next 5 yrs?	Y / N			
		HH1	HH2	HH3	HH4
30	Where are you planning to move to? (Same Site, Private Site in District, Council Site in District, Outside District (if so where), Bricks and Mortar housing). Try and get specific location				
31	What type of dwelling ? (caravan, trailer, chalet house, flat, bungalow)				
31a	If pitch, single (one static) or double pitch (for two statics)				
32	Have they travelled / plan to travel ?	Y/N	Y/N	Y/N	Y/N
33	If living in bricks and mortar do you have a 'cultural aversion' to living in bricks and mortar? (this means it affects your mental health and makes you unhappy/depressed)	Y/N	Y/N	Y/N	Y/N
	Additional residential pitches				
34	Scope to expand site (extend the boundary of the site)	Y / N			
35	No. additional pitches				
36	Scope to intensify pitches (put more pitches on the existing site)	Y / N			
37	No. additional pitches				
38	Are there any vacant pitches on the site which could be used by another family? If so how many pitches				
39	In general, is there a need for more authorised pitches (for people to live on all the time?) in this district?	Y / N			
40	If so, how many are needed?				
41	Who should own them (Council, people from the Traveller Community, non-Travellers)				
42	Do you own any land or know of anywhere within the district which could be considered for development as a site?				

Transit and temporary stopover need			
43	Is there a need to provide places where people can stop whilst travelling through the district? This can include transit pitches or stopover places	Y / N	
44	Is there a need for transit pitches (for people stopping over temporarily) in the district? A transit pitch is intended for short-term use and usually includes space for two caravans, parking space and access to electricity, a toilet, washing facilities	Y / N	
45	If so, how many are needed?		
46	Who should manage them ? (Council, Traveller Community)		
47	Where should they be located?		
48	Is there a need for stopover places? A stopover place is land which can be used on a temporary basis and usually include access to portaloos, waste disposal and water	Y / N	
49	If so, how many are needed?		
50	Who should manage them ? (Council, Traveller Community)		
51	Where should they be located?		
Residential history			
52	How many years have you lived here?		
Routing	If more than five years	Go to Q58	
	If five years or less	Go to Q53	
53	Where did you move from? (District)		
54	Were you living on a Private Site, Council Site, Roadside or Bricks and Mortar housing?		
55	When you moved here, was the pitch vacant, a brand new pitch or had the pitch been created by dividing up an existing pitch?		
56	What were the reasons for moving here?		
57	Did you already have a connection with the area ? (e.g. family or friends living here; or you used to live here?)		
Support needs			
58	Do you or a member of your household have any health-related needs? Could you please explain what they are?		
Final questions			
59	Is there anything else you'd like to tell us about your housing or support needs?		
60	Do you know anyone in bricks and mortar housing looking to live on a pitch? If so, can you provide contact details		

Appendix B: Glossary of terms

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

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

CRE: Commission for Racial Equality.

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

Gypsies and Travellers: Defined by DCLG *Planning policy for traveller sites* (August 2015) as “Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family’s or dependants’ educational or health needs or old age have ceased to travel temporarily, but excluding members of an organised group of travelling showpeople or circus people travelling together as such”. The planning policy goes on to state that, “In determining whether persons are “gypsies and travellers” for the purposes of this planning policy, consideration should be given to the following issues amongst other relevant matters: a) whether they previously led a nomadic habit of life b) the reasons for ceasing their nomadic habit of life c) whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances”.

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

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

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

Plot: see pitch

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

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

Romany: Member of one of the main groups of Gypsies and Travellers in England. Romany Gypsies trace their ethnic origin back to migrations, probably from India,

taking place at intervals since before 1500. Gypsies have been a recognised ethnic group for the purposes of British race relations legislation since 1988 (CRE V Dutton).

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

Showpeople: Defined by DCLG *Planning policy for traveller sites* (August 2015) as “Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family’s or dependants’ more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily, but excludes Gypsies and Travellers as defined above”.

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

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

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

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

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

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

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

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

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

Yards: Showpeople travel in connection with their work and therefore live, almost universally, in wagons. During the winter months these are parked up in what was

traditionally known as ‘winter quarters’. These ‘yards’ are now often occupied all year around by some family members.