

# Gypsy and Traveller and Travelling Showperson Accommodation Assessment 2021 Update

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West Berkshire Council

Final Report  
June 2021

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# Executive Summary

## Introduction

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

The GTAA updates the study of 2019 and has included:

- A review of existing (secondary) data; and
- A household survey and site/yard observation. A total of 16 households were interviewed in 2021. Additional survey information from 1 household from the 2019 survey has been used along with planning application data from 3 households. This results in data from 20 out of 29 households (69%). A visit was made to the Travelling Showperson's yard which confirmed this is still used for storage.

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 63 households in West Berkshire where the Household Reference Person had a 'White: Gypsy or Irish Traveller' ethnicity. Of these 19 lived in a caravan and 44 in bricks and mortar housing.

The bi-annual DCLG Traveller caravan count (Jan 2016 to Jan 2019) reported an average of 79 caravans. The annual Travelling Showperson caravan count (undertaken each January) has consistently showed zero caravans on Travelling Showperson's yards.

Culturally appropriate provision includes one council site (with 16 pitches currently being refurbished) and 3 private authorised sites (with 27 pitches) and one unauthorised site with 1 pitch. There are also transit pitches at 1A Paices Hill (up to 16 although there is a recommendation to change the use of 8 pitches to residential). There is one Travelling Showperson's yard used for storage.

## Planning policy requirements for needs assessments

The 2019 National Planning Policy Framework (NPPF) states in Paragraph 61 '*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 a 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’.*

In the absence of further guidance on preparing GTAAs, the methods adopted by arc<sup>4</sup> 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’

In order to reconcile the requirements of national policies, the GTAA establishes an overall ‘cultural’ need for pitches which accords with the overall need for the Travelling community and takes into account the Human Rights Act 1998, the Equalities Act 2010 and the Housing and Planning Act 2016 section 124. A PPTS ‘policy filter’ is then applied to identify the level of need associated with those households meeting the definitions set out in the PPTS Annex 1. It is our understanding that the needs arising from the PPTS analysis establishes the level of need against which a 5-year land supply is assessed, but the council should be mindful of a wider obligation to consider overall ‘cultural’ need.

Analysis of the travelling behaviour of households or emerging households planning to move residential location indicates that 80% meet the nomadic habit of life/travelling behaviour criteria set out in PPG.

### Plan periods

Need has been assessed over a short-term 2021/22 to 2025/26 and longer-term 2025/26 to 2037/38.

## Gypsy and Traveller pitch requirements

### Overall need

For the period (2021/22 to 2037/38) the GTAA has identified the following Gypsy and Traveller pitch needs: a cultural need of 30 pitches of which the PPTS need is 20 pitches. Needs figures are broken down into time periods as show in Table ES1.

The main drivers of need are net-in migration and household formation. This level of need should be recognised in the Local Plan.

<b>Table ES1 Plan period Gypsy and Traveller pitch need 2021/22 to 2037/38</b>		
	<b>Cultural need</b>	<b>Of which: PPTS need</b>
<b>5yr Authorised Pitch Shortfall (2021/22 to 2025/26) (A)</b>	<b>13</b>	<b>9</b>
<b>Longer-term need</b>		
<i>Over period 2026/7 to 2030/31 (B)</i>	5	3
<i>Over period 2031/32 to 2035/36(C)</i>	9	6
<i>Over period 2036/37 to 2037/38(D)</i>	3	2
<i>Longer-term need TOTAL to 2037/38 (13 years) E=(B+C+D)</i>	<b>17</b>	<b>11</b>
<b>NET SHORTFALL 2021/22 to 2037/38 (A+E) (17 years)</b>	<b>30</b>	<b>20</b>

## Meeting the need

The GTAA analysis needs to take account of the potential additional supply of pitches before a final shortfall figure is calculated. This supply can come through turnover of pitches on council sites and new residential pitch development.

### Turnover

Turnover on the council site at Four Houses Corner would normally be considered in analysis. However, as the site is currently unoccupied and undergoing refurbishment, data on turnover cannot be ascertained. It is recommended that once the site is reoccupied that data on turnover on pitches is regularly updated.

### New pitch provision on existing sites

There is potential for a least 8 additional pitches through the conversion of transit pitches to permanent residential pitches at 1A Paices Hill.

### Impact on overall need

Taking into account at least 8 additional residential pitches at 1A Paices Hill, the overall plan period need would reduce to 22 of which the PPTS need would reduce to 12.

## Travelling Showperson plot requirements

There is currently one Travelling Showperson's yard in the district but this is used for storage and the owner has no intention to introduce residential plots on the yard. It is recommended that this current yard is safeguarded for use as a Travelling Showperson's yard.

## Temporary stopping places and transit provision

There are a number of ways to deliver temporary places where Travellers can stop whilst passing through a local authority area.

There are currently 16 transit pitches at 1A Paices Hill. The owner would like to transfer some of these pitches to permanent residential pitches, leaving around 8 transit pitches.

To address unauthorised encampment activity, the council should also consider stopover places and negotiated stopping arrangements. The need to identify land for negotiated stopping<sup>1</sup> is a priority given the likely passing of the Criminal Trespass Bill.

## Houseboat need

No specific need for moorings was identified in the 2019 GTAA. It is recommended that the Council maintain an ongoing review of houseboat activity and liaise with the Canals and Rivers Trust to identify any future need.

## Policy recommendations

The Local Plan should recognise an overall cultural need for 30 pitches of which 20 is from households who meet the PPTS household definition over the period to 2037/38. There is potential to convert at least 8 transit pitches to permanent residential pitches at 1A Paices Hill. This would reduce the overall need to 22 of which 12 is PPTS need.

It is recommended that the Local Plan sets out criteria-based policies to inform future planning applications for small private sites to help address the needs identified.

Although there is no additional need for Travelling Showperson plots, it is recommended that the existing yard is safeguarded for Travelling Showperson use.

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<sup>1</sup> See <https://www.negotiatedstopping.co.uk> for further details



# 1. Introduction

## Overview

- 1.1 In March 2021, arc<sup>4</sup> was commissioned by West Berkshire Council to update the 2019 Gypsy and Traveller Accommodation Assessment which had also been carried out by arc<sup>4</sup>.
- 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 2038 and to identify the accommodation needs of Gypsies and Travellers to meet both the 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 *Planning policy for traveller sites* (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.'*<sup>2</sup>
- 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.'*<sup>3</sup>
- 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.'*<sup>4</sup>

<sup>2</sup> DCLG *Planning policy for traveller sites* August 2015 Annex 1, para 1

<sup>3</sup> DCLG *Planning policy for traveller sites* August 2015 Annex 1, para 2

<sup>4</sup> DCLG *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.’<sup>5</sup>*

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.

1.8 This GTAA expresses two levels of need for pitches: a ‘cultural’ and ‘PPTS’ need. This is to ensure that the overall needs of the Travelling community are fully reflected in the evidence base which needs to accord with planning and wider policies.

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<sup>5</sup> DCLG *Planning policy for traveller sites* August 2015 Annex 1, para 5

## Report structure

1.9 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 and the key findings from the 2019 GTAA.
- **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.

1.10 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 2019 National Planning Policy Framework states in Paragraph 61 *‘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 a 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’*.
- 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 arc<sup>4</sup> 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<sup>6</sup> (and confirmed by Ministerial Statement<sup>7</sup>) 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).

### **PPTS Definitions**

- 2.13 The PPTS 2015 Annex 1 sets out definitions of Gypsies and Travellers and Travelling Showpeople for the purposes of planning policy:
- “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.”*<sup>8</sup>
- 2.14 In addition, PPTS 2015 adds 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*

<sup>6</sup>[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/457632/Final\\_Chief\\_Planning\\_Officer\\_letter\\_and\\_written\\_statement.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/457632/Final_Chief_Planning_Officer_letter_and_written_statement.pdf)

<sup>7</sup><http://www.parliament.uk/business/publications/written-questions-answers-statements/written-statement/Commons/2015-12-17/HCWS423/>

<sup>8</sup> DCLG *Planning policy for traveller sites* August 2015 Annex 1, para 1

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.*<sup>9</sup>

- 2.15 The following definition of ‘Travelling Showpeople’ is used, also taken from 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.”<sup>10</sup>*

- 2.16 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.”*

## Considering ‘Cultural’ and ‘PPTS’ need

- 2.17 Paragraph 61 of the 2019 NPPF recognises the need to assess a range of community needs including those of Travellers. The February 2019 Planning Practice Guidance (PPG) which accompanies the NPPF states, ‘the household projections that form the baseline of the standard method are inclusive of all households including Gypsies and Travellers as defined with Planning Policy for Travelling Sites’<sup>11</sup>. The NPPF states that the PPTS sets out how Travellers’ housing needs should be assessed for those covered by the definition in Annex 1 of that document. The planning policy therefore differentiates between ‘travelling’ and ‘non travelling’ Gypsies and Travellers.
- 2.18 For non-travelling Travellers, their needs should also be met by the requirements of the NPPF as non-travelling households and are a component of overall housing need. The needs of non-travelling Gypsies and Travellers are therefore effectively contained within the general housing requirement that Local Plans will set out. Additionally, the Human Rights Act 1998 and the Equalities Act 2010 protects the cultural choice of Gypsies and Travellers to live in mobile accommodation and therefore there is a need to plan for this type of accommodation. The Housing and Planning Act 2016 section 124 also makes specific reference to the needs of households living in caravans.
- 2.19 Therefore, our GTAAs establish an overall ‘cultural’ need for pitches which accords with the overall need for the Travelling community and takes into account the Human Rights Act 1998, the Equalities Act 2010 and the Housing and Planning Act 2016 section 124. A PPTS ‘policy filter’ is then applied to identify the level of need associated with those households meeting the definitions set out in the PPTS Annex 1. It is our understanding that the needs

<sup>9</sup> DCLG *Planning policy for traveller sites* August 2015 Annex 1, para 2

<sup>10</sup> DCLG *Planning policy for traveller sites* August 2015 Annex 1, para 3

<sup>11</sup> 2019 PPG Paragraph: 017 Reference ID: 2a-017-20190220

arising from the PPTS analysis establishes the level of need against which a 5-year land supply is assessed but the council should be mindful of a wider obligation to consider overall 'cultural' need.

- 2.20 Our assessment methodology is set out in Chapter 3 and the outworking of this approach for West Berkshire is set out in Chapter 7.

## Previous GTAA

- 2.21 The GTAA 2019 evidenced a need for 20 Gypsy and Traveller pitch need over the five years 2018/19 to 2022/23 under the cultural definition of which 18 was from households who met the PPTS 2015 definition of Gypsy and Traveller. For the period 2023/24 to 2035/36, the GTAA identified a cultural need for 31 pitches of which the PPTS need was for 30 pitches. The overall plan period need 2018/19 to 2035/36 is 51 (cultural) of which 48 PPTS need.

## Four Houses Corner

- 2.22 The GTAA 2019 included information on households who were living on pitches at the council-managed site at Four Houses Corner and also households who had been decanted off the site and living in bricks and mortar accommodation. The site is currently being refurbished and when it reopens there will be 16 pitches.
- 2.23 It is recommended that when the site reopens, a survey of households is carried out to determine long-term needs from children and young people living on the site.

## Responding to challenges

- 2.24 GTAs are subject to intense scrutiny, particularly at planning inquiries and hearings. The methodological approaches taken by arc<sup>4</sup> 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 (see comments below regarding Four Houses Corner).
  - 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.

## Four Houses Corner

- 2.25 The GTAA 2019 included information on households who were living on pitches at the council-managed site at Four Houses Corner and also households who had been decanted off the site and living in bricks and mortar accommodation. The site is currently being refurbished and when it reopens there will be 16 pitches.
- 2.26 The 2021 GTAA assumes that 16 households will be living on Four Houses Corner but any needs arising from the households are not considered. It is recommended that when the site reopens, a survey of households is carried out to determine long-term needs from children and young people living on the site and the GTAA updated accordingly.

## 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; 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 districts.
  - 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 April 2021 and households were left with a leaflet explaining the work and if households wanted to report any change in circumstances since the 2019 GTAA to notify arc<sup>4</sup>. Several interviews were conducted with appropriate social distancing taking place. Interviews were also carried out on Paices Hill (Old Stocks Farm pitches 1 to 22).
- 3.6 Regarding the PPTS definition, the questionnaire asks if households have been travelling in the preceding year or within the past 5 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 66.7% meet the nomadic habit of life/travelling behaviour criteria set out in PPG. These households meet the criteria by either travelling within the past 5 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. This is discussed further in the analysis in Chapter 7.

### Phase 3: Needs assessment and production of report

- 3.8 A detailed explanation of the analysis of 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. Previous Design Guidance (DCLG, 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 arc<sup>4</sup> 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 There is no guidance on the maximum size of a site but it is generally accepted amongst the Travelling community that sites of 6-10 pitches are appropriate.

## Occupancy

- 3.20 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.
- 3.21 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.
- 3.22 Quality, size of pitch and proximity of caravans on pitches vary dramatically.

## Response

- 3.23 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.
- 3.24 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 the study area before going on to explore the extent and nature of provision across the area.

### 2011 Census population and household estimates

- 4.2 The 2011 Census (Tables 4.1 and 4.2) identified a total of 163 people and 63 households in West Berkshire 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.

**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
West Berkshire	163	87	24	52

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
West Berkshire	63	29	15	19

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 West Berkshire are set out in Table 4.3. Prior to the decanting of residents from the council site at Four Houses Corner, data shows that an average of 79 caravans have been recorded on sites across the district during the five-count period Jan 2016 to Jan 2018. Of these, 23.7% were on the council site, 76.3% on private sites and 0% on unauthorised sites.

**Table 4.3 Bi-annual Traveller caravan count figures January 2016 to January 2020 West Berkshire**

Date	Authorised sites with planning permission		Unauthorised sites without planning permission	Total
	Social Rented	Total Private	Total Unauthorised	
Jan 2016	19	54	0	73
Jul 2016	18	69	0	87
Jan 2017	19	54	0	73
Jul 2017	18	69	0	87
Jan 2018	19	54	0	73
Jul 2018	7	69	0	76
Jan 2019	7	69	0	76
July 2019	0	43	0	45
Jan 2020	0	37	2	39
Five-Count Average* (Jan 2016- Jan 2018)	19	60	0	79
Five-Count % Average* (Jan 2016- Jan 2018)	23.7%	76.3%	0.0%	100.0%

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

\*Counts from July 2018 include a reduction in caravans on the council site at Four Houses Corner due to the decanting of residents. A five-count average to Jan 2018 has been calculated as the reductions since 2018 would give a misleading picture. However, the number of caravans on private sites has also reduced since Jan 2019.

- 4.5 Over the period 2015 to 2020 there were no reported Travelling Showperson caravans across West Berkshire in the MHCLG caravan count statistics (Table 4.4). There is one Showperson's yard at Long Copse Farm. This continues to be used for storage and there remains no intention to develop the land for residential use.

**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 term<sup>12</sup> unauthorised encampments<sup>13</sup> 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 West Berkshire. The table also shows the number of household survey responses or where data have been obtained from planning application data. In summary there is 1 council site (16 pitches which is currently being redeveloped and not occupied), 3 private authorised sites (27 pitches), one occupied unauthorised site (1 pitch) and one Travelling Showperson yard (used for storage).

<sup>12</sup> Approximately three months or longer

<sup>13</sup> 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.



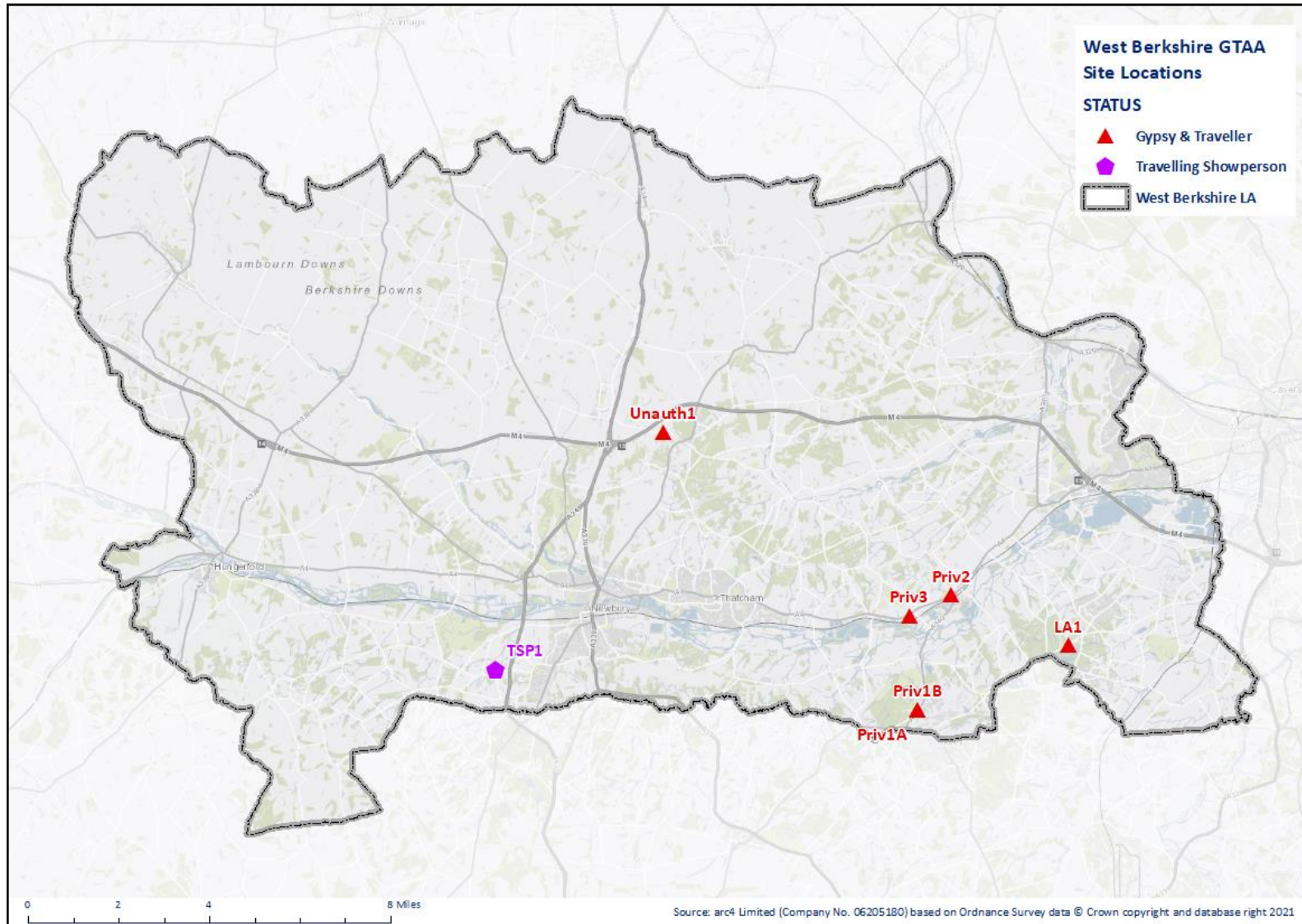
Site Code	Site/Yard Name and Address	Postcode	Type of Site	Ownership	Total Pitches	Households	Household Data obtained			
							2021 Interview	Planning application	2019 GTAA Survey	Total
LA1	Four Houses Corner, Reading Road, Ufton Nervet	RG7 4QJ	Permanent Authorised	Local Authority	16*	16*	0	0	0	0
Priv1A	Paices Hill, Aldermaston	RG7 4PG	Permanent Authorised	Private	3	6	6			6
Priv1B	Old Stocks Farm, Paices Hill, Aldermaston	RG7 4PG	Permanent Authorised	Private	21	19	10			10
Priv2	Mayfai, Land Adjacent to Old Forge House, Beenham	RG7 5QE	Permanent Authorised	Private	1	1			1	1
Priv3	Oaklands View (formerly Bath Pond (Land west of Hillplace)), Bath Road, Woolhampton	RG7 5RH	Permanent Authorised	Private	2	2		2		2
Unauth 1	Stable View, The Hermitage, Oare	RG18 9SG	Unauthorised	Private	1	1		1		1
Unauth 2	Land north of the M4 on east side of Hampstead, Norreys Road, Hermitage	RG18 9RZ	Unauthorised – but not occupied	Private	0	0	0	No longer occupied and suggest deletion from list of sites		
<b>West Berkshire District Total Gypsy and Traveller Pitches (excluding Four Houses Corner)</b>					<b>28</b>	<b>29</b>	16	3	1	20
TSP1	Long Copse Farm, Enborne	RG20 0LD	Permanent Authorised	Private	0	0	Storage only – no permanent residents			
<b>West Berkshire District Total Travelling Showperson Plots</b>					<b>0</b>	<b>0</b>	Storage only – no permanent residents			

\*Four Houses Corner is being redeveloped and will have 16 pitches and 16 households.

For needs modelling, household data has been weighted by  $29/20 = 1.45$  to account for non-responses on Priv1B Paices Hill

Source: Council data 2021, site survey and fieldwork 2021, 2019 GTAA

Map 4.1 Location of sites and yards in West Berkshire



## 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. Data from the 2019 GTAA and planning application was also included in the analysis where appropriate.

### Gypsy and Traveller households living in West Berkshire

- 5.2 Data from a total of 23 households helps inform an understanding of the range of Gypsy and Traveller households living in West Berkshire:
- 19 household interviews were achieved in the 2021 household survey;
  - 1 household survey from the 2019 household survey has been reanalysed; and
  - data for 3 households is based on planning application data.
- 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 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 Of household representatives interviewed (base=23), 82.6% described themselves as Gypsy (including Romany, Romany Gypsy and English Gypsy), 4.3% as English Traveller, 4.3% as Irish Traveller and 8.7% as other groups.
- 5.5 Data from the household survey provided an insight into household size, type and the age of residents living on pitches.
- 5.6 In terms of household size (base=23): 21.7% of households were single person; 13% were two person; 13% were three person; 30.4% were four person, 4.3% were five person and 17.4% were six or more person households.
- 5.7 Regarding household type (base=23), 21.7% were singles, 4.3% couples, 52.2% couples with children, 13% lone parents and 8.7% other household types (for instance extended single adults with adult children).
- 5.8 Across the pitches there were a total of 79 people recorded living in 23 households. Overall, 34.2% of the Travelling population living on pitches were aged 13 or under and 10.1% were aged 14-17. In addition, 25.3% were aged 18-34, 19% aged 35-49, 8.9% aged 50-64 and 2.5% aged 65 and over.
- 5.9 In terms of length of residence (base=16), 43.8% had lived at their current place of residence for less than 5 years, 12.5% between 5 and less than 10 years, 12.5% between 10 and less than 20 years and 31.3% for 20 years or more.
- 5.10 When asked about overcrowding (base=12), none of the respondents said that their home or pitch was overcrowded.

- 5.11 Regarding the need for more residential pitches (base=11), respondents were split between 45% saying more were needed and 55% saying no additional pitches were needed in West Berkshire. Of those stating a number (base=5), 4 said less than 5 pitches and one between 20 and 25 pitches.
- 5.12 Out of 23 respondents, 67% travelled and 33% did not. Of households planning to move residential location or form new households, 67% met the PPTS definition of travelling/nomadic habit of life. Households travel for work, attending fairs and for cultural reasons. Areas travelled to included Oxford, Kent and Ireland.

### Health and support needs

- 5.13 The household survey asked if the respondent or members of their family had particular health issues. Only a small number stated a health issue and mainly related to asthma and depression/anxiety. None of the respondents said their home needed to be adapted in any way.
- 5.14 Regarding support needs, the survey identified a small number of households needing GP, hospital support and counselling.

### Education and training support needs

- 5.15 Regarding educational support, small numbers of respondents stated they needed educational support for primary and secondary school-aged children. Small numbers of households also stated support was needed for job-related training.

## 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 West Berkshire. 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, it 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 then a ‘policy-on’ ‘PPTS need which takes into account 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 5 years (2021/22 to 2025/26). A longer-term model looks at need over the remainder of the plan period (to 2036/37) 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 April 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 5 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 2037/38. This is based on the age profile of children under 13 living in Gypsy and Traveller households on pitches (the longer-term model).
- 6.10 For each model, the likely pitch need from households meeting the PPTS definition is also calculated.

## West Berkshire 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 1e)**

- 6.12 These figures are derived from council data, discussions with the officer responsible for Four Houses Corner and site observation data. There will be 16 pitches and 16 households on the Four Houses Corner site when refurbishment is complete. There are included in the overall number of households living on pitches.
- 6.13 There are 28 households living on 27 authorised pitches and 1 household living on one unauthorised pitch. On authorised pitches, the difference of 1 between households and pitches is due to the relationship between households and pitches at Paices Hill.

#### ***Note on Paices Hill***

- 6.14 The 2019 GTAA reported 24 residential pitches and 16 transit pitches at Paices Hill. The site is split into 2. The first part (1A Paices Hill on the right hand side as you enter Paices Hill) comprises a chalet and 16 transit pitches. However, the owner now has family living with him and wants to convert some of the transit pitches to residential pitches. It is recommended the council consider a change of use of 8 transit pitches to 8 residential pitches. 1A Paices Hill would then have 8 residential pitches, the chalet occupied by the owner and 8 transit pitches.
- 6.15 The Old Stocks Farm part of the Paices Hill site comprises 21 residential pitches (numbered 1 to 22 with no 13). Two pitches are vacant and 19 are occupied.

- 6.16 The +/-1 difference between pitches and households is due to 2 vacant pitches on Old Stocks Farm, Paices Hill (-2) and 6 households across 3 pitches at 1A Paices Hill (+3).
- 6.17 No households were identified as being concealed/doubled up on pitches.

### **Current households in bricks and mortar accommodation (2)**

- 6.18 The 2011 Census suggested there were 44 households living in bricks and mortar accommodation.

### **Weighting of data**

- 6.19 A combination of 2021 household survey data, 2019 household survey data and planning application data was used to establish a baseline of 20 household responses from a total of 29 households. The 9 missing responses were households on Old Stocks Farm, Paices Hill (4 refusals, 3 unable to access and 2 travelling). Survey data were therefore weighted by  $29/20 = 1.45$ .

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

- 6.20 This was derived from information from the 2021 household survey for respondents currently on authorised pitches.
- 6.21 Of existing households currently on sites, 3 (weighted and rounded) plan to move and in the next 5 years.
- 6.22 For households currently in bricks and mortar, based on national arc<sup>4</sup> 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 2 (rounded) households. A need from 2 households is therefore included within the modelling at 3e.
- 6.23 Regarding in-migration, analysis of household survey data indicates that 10 households (weighted and rounded) have moved into the district and onto a pitch in the past 5 years and shown at row 3g.
- 6.24 The factors presented in section 3 of the model result in an overall net requirement of +9 pitches (weighted and rounded) from existing households planning to move in the next 5 years which includes an allowance for in-migration.

### **Emerging households (4)**

- 6.25 This is the number of households expected to emerge in the next 5 years based on 2021 household survey information. The total number is +6 (weighted and rounded). This results in a net need from 6 emerging households. 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)**

- 6.26 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 60 pitches (45 existing households on pitches plus a net need for 9 pitches from existing households planning to move including in-migration and a need for 6 pitches from emerging households). This analysis assumes 16 households will be living on Four Houses Corner when refurbishment is completed.

## Supply

### **Current supply of authorised pitches (6)**

- 6.27 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 45 authorised pitches plus 2 vacant pitches resulting in a total supply of 47 authorised pitches.

## Reconciling supply and demand

- 6.28 There is a total need over the next five years (2021/22 to 2025/26) for 60 additional pitches in West Berkshire (Table 6.1) compared with a supply of 47 authorised pitches (including vacant pitches). The result is an overall cultural shortfall of 13 pitches.



<b>Table 6.1 Summary of demand and supply factors: Gypsies and Travellers – 2021/22 to 2025/26</b>			
<b>CULTURAL NEED</b>		<b>West Berkshire</b>	
<b>1</b>	<b>Households living on pitches</b>	1a. On council site*	<b>16</b>
		1b. On private site - Authorised	<b>28</b>
		1c. Unauthorised	<b>1</b>
		<b>1d. Total (1a to 1c)</b>	<b>45</b>
<b>2</b>	<b>Estimate of households living in bricks and mortar accommodation</b>	<b>2011 Census</b>	<b>44</b>
		<b>Weighting for non-response</b>	<b>1.45</b>
<b>3</b>	<b>Existing households planning to move in next 5 years</b>	<b>Currently on sites</b>	
		3a. To another pitch/same site (no net impact)	<b>0</b>
		3b. To another site in district (no net impact)	<b>0</b>
		3c. From site to bricks and mortar (-)	<b>0</b>
		3d. To site/bricks and mortar outside district	<b>2.8</b>
		<b>Currently in Bricks and Mortar</b>	
		3e. Planning to move to a site in LA (+)	2.2
		3f. Planning to move to another B&M property (no net impact)	0
		<b>In-migrant households</b>	
		3g. Allowance for in-migration (+)	9.7
	<b>3h. TOTAL Net impact (3g+3e-3c-3d)</b>	<b>9.1</b>	
<b>4</b>	<b>Emerging households (5 years)</b>	4a. Currently on site and planning to live on current site	5.8
		4b. Current on site and planning to live on another site in district	0
		4c. Currently on site and planning to live outside the district	2
		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
		<b>4g. TOTAL (4a+4b+4d)</b>	<b>5.8</b>
<b>5</b>	<b>Total Need</b>	<b>1d+3h+4g</b>	<b>60</b>
<b>SUPPLY</b>			
<b>6</b>	<b>Current supply of authorised pitches</b>	6a Current supply of authorised pitches	45
		6b. Current unoccupied authorised pitches	2
		6c. Total current authorised supply (6a+6b)	47
<b>RECONCILING NEED AND SUPPLY</b>			
<b>7</b>	<b>Total need for pitches</b>	<b>5 years (from 5)</b>	<b>60</b>
<b>8</b>	<b>Total supply of authorised pitches</b>	<b>5 years (from 6c)</b>	<b>47</b>
<b>5 YEAR AUTHORISED PITCH SHORTFALL 2021/22 TO 2025/26</b>			<b>13</b>

## Longer-term pitch requirement modelling

- 6.29 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.
- 6.30 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 2036/37. 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 West Berkshire<sup>14</sup>. Analysis would suggest a total cultural need for 17 additional pitches over the period 2026/27-2037/38 (Table 6.2).

**Table 6.2 Future pitch requirements in West Berkshire 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	9	5
2031/32 to 2035/36	19	9
2036/37 to 2037/38	6	3
<b>Total (2026/27 to 2037/38)</b>	<b>34</b>	<b>17</b>

## Planning Policy for Traveller Site definition

- 6.31 Analysis of household survey data establishes that from a total of 21 existing or emerging households who are planning to move :
- 1 household is exempt from the PPTS definition test. This is usually due to educational or health reasons which prevents them from travelling (because there is only one response the reason has not been specifically stated in this report).
  - 2 households do not meet the PPTS travelling definition because they have not travelled in the past 5 years and do not intend to travel in the next 5 years.
  - 4 households meet the PPTS travelling definition.
- 6.32 Therefore 66.7% of respondents who are planning to move (either as an existing or emerging household) meet the PPTS travelling definition.

<sup>14</sup> This approach has been tested at inquiry and the assumption has been corroborated by several Travelling interviewees

## Overall plan period pitch need

- 6.33 Table 6.3 summarises the overall need for pitches across West Berkshire over the plan period to 2037/38. It presents the overall cultural need based on households identifying as Gypsy and Traveller and a ‘policy on’ PPTS need which is a subset of the cultural need and is based on those 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 2037/38 period. The overall need is 30 pitches of which 20 is PPTS need. The main driver of need in the first five years is net in-migration and emerging households.

	Cultural need	Of which: PPTS need
<b>5yr Authorised Pitch Shortfall (2021/22 to 2025/26) (A)</b>	<b>13</b>	<b>9</b>
<b>Longer-term need</b>		
<i>Over period 2026/7 to 2030/31 (B)</i>	5	3
<i>Over period 2031/32 to 2035/36(C)</i>	9	6
<i>Over period 2036/37 to 2037/38(D)</i>	3	2
<i>Longer-term need TOTAL to 2037/38 (13 years) E=(B+C+D)</i>	<b>17</b>	<b>11</b>
<b>NET SHORTFALL 2021/22 to 2037/38 (A+E) (17 years)</b>	<b>30</b>	<b>20</b>

### IMPORTANT NOTE:

The modelling assumes 16 households living on Four Houses Corner. This site is being refurbished and the households will move on when work is complete. The needs analysis does not take into account any emerging needs from these households. It is recommended that the needs analysis is updated to take account of the demographics of households moving on to Four Houses Corner once it reopens.

## Potential capacity for Gypsy and Traveller pitches on existing sites

### Turnover on sites

- 6.34 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. The previous GTAA assumed some level of turnover on Paices Hill but the latest evidence suggests a reduction in the

number of households planning to move and very limited turnover is now expected. The 2021 GTAA update therefore does not make an allowance for turnover on Paices Hill.

- 6.35 Future GTAAs will need to consider turnover on Four Houses Corner. As the site has been decanting residents for refurbishment, no turnover data are available for the 2021 GTAA.

### Potential capacity for additional pitches on existing sites

- 6.36 There is potential additional permanent residential pitch capacity at 1A Paices Hill. There is capacity for at least 8 residential pitches through the change of use of some transit pitches. The council are encouraged to engage with the owner to discuss future options as there may be potential for more permanent pitches on the site.

### Impact of new pitch provision on pitch need

- 6.37 As shown in Table 6.4, the provision of 8 new residential pitches would reduce overall need to 22 pitches of which 12 would meet PPTS need.

<b>Table 6.4 Addressing Gypsy and Traveller pitch need:</b>		
<b>West Berkshire</b>	<b>Cultural need</b>	<b>Of which PPTS NEED</b>
<b>5yr Authorised Pitch Shortfall (2021/22 to 2025/26) (A)</b>	13	9
Additional residential pitches (B)	8	8
<b>Residual need 2021/22 to 2025/26 with additional residential pitches included in supply (C) = A-B</b>	5	1
<b>Longer-term need 2026/27 to 2037/38 (D)</b>	17	11
<b>Residual need 2021/22 to 2037/38 with additional residential pitches included in supply (E) = C+D</b>	22	12
<b>Summary</b>	<b>Cultural need</b>	<b>Of which: PPTS NEED</b>
Plan period Authorised Pitch Shortfall (2021/22 to 2037/38) (F)	30	20
Additional residential pitches (G)	8	8
<b>Residual need 2021/22 to 2037/38 after potential pitch development considered (F-G)</b>	22	12

### 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). No particular preferences were reported but more generally households felt that new pitches should be provided by the council.

## 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 pitches, stop over places and negotiated stopping arrangements<sup>15</sup>.
- 6.40 There are currently 16 transit pitches at 1A Paices Hill. These are intended for temporary use by Gypsies and Travellers. The pitches are on a private site and the owner reserves the right to allocate pitches to households requiring transit provision. The length of stay is usually limited to a maximum of three months. In terms 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.
- 6.41 A temporary stop over area is land which can be used on a temporary basis if unauthorised encampments occur or 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.
- 6.42 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.
- 6.43 To address unauthorised encampment activity, the council should also consider stopover places and negotiated stopping arrangements. The need to identify land for negotiated stopping<sup>16</sup> is a priority given the likely passing of the Criminal Trespass Bill.

## West Berkshire: Showperson plot requirements

- 6.44 As reported in the 2019 GTAA para 8.6:
- “Following on from the 2015 GTAA, a site for a Travelling Showperson’s yard was allocated in the 2017 Housing Site Allocations Development Plan Document, with 24 plots overall (20 to be delivered within five years and 4 thereafter). This remains in place and a temporary planning application has been submitted and approved. At the time of preparation of the GTAA, this allocated land had not been developed as a residential yard. The 2019 GTAA

<sup>15</sup> See <https://www.negotiatedstopping.co.uk> for more information

<sup>16</sup> See <https://www.negotiatedstopping.co.uk> for further details

concludes there is no additional need for Travelling Showperson yards across the district.”

- 6.45 A visit to the Showperson’s yard in April 2021 confirmed there were no changes in use and the yard was only being used for storage and not for residential use.

### Houseboat need

- 6.46 During the preparation of the 2019 GTAA, attempts were made to interview households living on houseboats. Two houseboats were identified – one refused to be interviewed and the other was not occupied at the time of interview. It is recommended that the Council maintain an ongoing review of houseboat activity and liaise with the Canals and Rivers Trust to identify any future need for moorings.

## 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 West Berkshire. Culturally appropriate provision includes one council site (with 16 pitches currently being refurbished) and 3 private authorised sites (with 27 pitches) and 1 unauthorised site with 1 pitch. There are also transit pitches at 1A Paices Hill (up to 16 although there is a recommendation to change the use of 8 pitches to residential). There is one Travelling Showperson yard used for storage.

### Future residential need

- 7.3 The Local Plan should recognise an overall cultural need for 30 pitches of which 20 is from households who meet the PPTS household definition over the period to 2037/38. There is a potential for at least 8 new residential pitches at 1A Paices Hill through a change of use from transit to residential pitches.
- 7.4 Analysis does not take into account any emerging needs from households that will be moving on to Four Houses Corner when it is refurbished. It is recommended that the needs analysis is updated to take account of the demographics of households moving on to Four Houses Corner once it reopens.
- 7.5 There is no additional need for Travelling Showperson plots but it is recommended that the existing yard is safeguarded for Travelling Showperson use.

### Transit site/stop over need

- 7.6 There are currently 16 transit pitches at 1A Paices Hill. The owner would like to transfer some of these pitches to permanent residential pitches, leaving around 8 transit pitches.
- 7.7 To address unauthorised encampment activity, the council should also consider stopover places and negotiated stopping arrangements. The need to identify land for negotiated stopping<sup>17</sup> is a priority given the likely passing of the Criminal Trespass Bill.

### Houseboat need

- 7.8 No specific need for moorings was identified in the 2019 GTAA. It is recommended that the Council maintain an ongoing review of houseboat activity and liaise with the Canals and Rivers Trust to identify any future need.

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<sup>17</sup> See <https://www.negotiatedstopping.co.uk> for further details

## Future updating

- 7.9 It is recommended that this evidence base is refreshed once households move onto the refurbished Four Houses Corner. More generally, the GTAA should be updated on a 5-yearly basis to ensure that the level of pitch and pitch provision remains appropriate for the Gypsy, Traveller and Travelling Showpeople population across West Berkshire.



## 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 West Berkshire 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	Anyone else use this pitch as their home? If so, who			
9	<b>Household characteristics</b>			
		<b>Gender</b>	<b>Age</b>	<b>Relationship to respondent</b>
	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			

	<b>Travelling questions</b>				
	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?				
	<b>Where you plan to live in the future</b>				
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)				
26	What type of dwelling ? (caravan, trailer, chalet, house, flat, bungalow)				
26a	If pitch, single (one static) or double pitch (for two statics)				
	<b>If in B&amp;M housing</b>				
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 pitch			
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 if affects your mental health and makes you unhappy/ depressed)?	Y / N			
	<b>Emerging households</b>				
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)				
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 if affects your mental health and makes you unhappy/ depressed)	Y/N	Y/N	Y/N	Y/N
	<b>Additional residential pitches</b>				
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, now 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?				

	<b>Transit and temporary stopover need</b>		
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?		
	<b>Residential history</b>		
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? ( <b>District</b> )		
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?)		
	<b>Support needs</b>		
58	Do you or a member of your household have any health-related needs? Could you please explain what they are?		
59	Is there a need for your home to be adapted in any way?	Please tick if needed in caravan/trailer/mobile	Please tick if needed in shed
	Better heating		
	More insulation		
	Adaptations to kitchen (e.g. accessible/drop-down units)		
	Adaptations to bathroom (e.g. level-access shower/wetroom)		
	Adaptations relating to sensory needs (e.g. to radiators, floors, sockets)		
	Internal hand/grab rails		
	External hand/grab rails		
	Lever door handles		
	Wheelchair adaptations (including door widening and ramps)		
	Other adaptations (please say what is needed)		
60	Are you or someone in your household in need of any support because of health reasons?		
	Pregnancy support		
	Post-natal support		
	Medical treatment from GP		
	Medical treatment from hospital		
	Occupational Therapy		
	Counselling		
	Other support (please say what)		
61	<b>IF RELEVANT:</b> Do you or someone in your household need any support with the education of your child(ren) ?		
	Help for children of primary school age		
	Help with children of secondary school age		
	Other support (please say what)		
62	<b>IF RELEVANT:</b> Do you or someone in your household require any support with job-related training ?	Go through list of support	
	Help with English, Maths and/or IT skills		
	Help applying for an apprenticeship		
	Help applying for a course at college/university		
	Other support (please say what)		
	<b>Final questions</b>		
63	Is there anything else you'd like to tell us about your housing or support needs?		
64	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. Responsible for the remit on Gypsies and Travellers, which was previously held by the Office of the Deputy Prime Minister (O.D.P.M.).

**Gypsies and Travellers:** Defined by 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.