

Central Lincolnshire Gypsy and Traveller Accommodation Assessment

Final Report

February 2020

RRR Consultancy Ltd



CITY OF
Lincoln
COUNCIL



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Executive Summary

Introduction

- S1. In September 2019 the Central Lincolnshire local authorities of the City of Lincoln Council, North Kesteven District Council, West Lindsey District Council and Lincolnshire County Council commissioned *RRR Consultancy Ltd* to undertake a Gypsy and Traveller Accommodation Assessment (GTAA) for the period 2019-2040. The results will be used as an evidence base for policy development in housing and planning.
- S2. The requirement to assess the accommodation needs of Gypsies and Travellers and Travelling Showpeople is established through national guidance contained in Planning Policy for Traveller Sites (DCLG, 2015).
- S3. To achieve the study aims, the research drew on a number of data sources including:
- Review of secondary information: a review of national and local planning policies and recently undertaken GTAAs, and analysis of secondary data. This included analysis of the most recently published (July 2019) MHCLG Traveller Caravan Count to determine trends in the population of Gypsies and Travellers.
 - An online survey, focus group and interviews with key stakeholders providing qualitative data regarding the accommodation needs of Gypsies, Travellers, and Travelling Showpeople.
 - Extensive face-to-face surveys of Gypsies, Travellers and Travelling Showpeople, covering a range of issues related to accommodation and service needs. This key element of the methodology provided an extensive range of data enabling future accommodation needs to be assessed.

Policy context

- S4. In August 2015, the Government published its amended 'Planning Policy for Traveller Sites' (PPTS), which replaced the previous guidance and circulars relating to Gypsies and Travellers and Travelling Showpeople. The guidance emphasised the need for local authorities to use evidence to plan positively and manage development. In addition footnote 25 of the NPPF clarifies that Planning Policy for Traveller Sites sets out how travellers' accommodation needs should be assessed for those covered by the definition in Annex 1 of that document. Whilst it is clear that the 2015 PPTS excludes those who have ceased to travel permanently as being Gypsies and Travellers (for planning purposes), it does not explicitly state how the new definition should be interpreted in relation to other factors such as whether families travel for economic or work purposes.
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- S5. Given differences in defining the Gypsies and Travellers, the GTAA provides two needs figures: first, one based on ethnic identity definition, and a second based on the needs of families who have *not* permanently ceased to travel (i.e. based on the PPTS 2015 definition).
- S6. In March 2016, the Department of Communities and Local Government (DCLG) published its draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats. It states that, when considering the need for caravans and houseboats, local authorities will need to include the needs of a variety of residents in differing circumstances including, for example, caravan and houseboat dwelling households and households residing in bricks and mortar homes. In accordance with para 61 of the NPPF (2019), the Central Lincolnshire SHMA (July 2015) assesses the accommodation needs of non-Gypsies and Travellers (including caravan and houseboat dwellers), whilst this report focuses on accommodation needs in terms of pitches for Gypsies and Travellers and plots for Travelling Showpeople.
- S7. Policy LP56 of the Central Lincolnshire Local Plan (adopted 2017) identifies sites to be used for the provision of Gypsy and Traveller pitches. Policy LP56 does not allocate any plots for Travelling Showpeople, due to the very low level of need identified. It states that if an application for such use comes forward, the policies of this Local Plan will be used to assess the proposal on a case by case basis. Policy LP56 also details the criteria for sites coming forward in Sustainable Urban Extensions (SUE) and for other Gypsy and Traveller and Travelling Showpeople proposals on non-allocated sites

Population Trends

- S8. The information collected via the interviews with Travellers revealed that in December 2019 there were 111 pitches within Central Lincolnshire consisting of 50 occupied authorised private pitches, 26 occupied local authority managed pitches, 18 vacant pitches (13 on local authority sites and 5 on private sites), 11 potential pitches (i.e. pitches with planning permission but which have not yet been developed) – 10 on private sites and 1 on a local authority site, 4 transit pitches, and 2 pitches on an unauthorised development. There is also one Travelling Showperson's yard currently under development in West Lindsey which will provide 6 plots.
- S9. There are two major sources of data on Gypsy and Traveller numbers in the Central Lincolnshire – the national MHCLG Traveller Caravan Count, and local authority data. The MHCLG count is only a snapshot in time and is not an accurate record of site and pitch numbers. As such, it should only be used to determine general trends – it is the survey undertaken as part of the GTAA which provides more reliable and robust data.
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- S10. The MHCLG Caravan Count shows that the total number of caravans recorded in Central Lincolnshire on authorised pitches has increased slightly over the period January 2016 to July 2019. The MHCLG recorded 126 caravans on authorised pitches throughout Central Lincolnshire in January 2016 and 153 caravans in July 2019. When the population of Central Lincolnshire is taken into account the density of caravans is slightly above average at 102 caravans per 100,000 population compared to the average of 81 caravans per 100,000 population for the county (although West Lindsey is very high at 168).
- S11. The 2011 Census recorded 315 people self-identifying as Gypsies and Travellers in Central Lincolnshire with a majority residing in private rented accommodation. It is important to note that as the Census is based on people coming forward to identify themselves as Gypsies and Travellers, this might be an underestimate, as not all (particularly those residing in bricks and mortar) will publicly state their ethnic identity and it is possible that not all Gypsies and Travellers will have completed the Census.
- S12. Lincolnshire County Council recorded 55 unauthorised encampments taking place with 12 taking place in 2016/17, 17 in 2017/18, 14 in 2018/19, and 12 in 2019/20 (up to December 2019). Of the 55 unauthorised encampments 33 (60%) took place in North Kesteven compared to 11 (20%) in West Lindsey and 11 (20%) in Lincoln.

Stakeholder Consultation

- S13. Consultations with a range of stakeholders were conducted between October and December 2019 to provide in-depth qualitative information about the accommodation needs of Gypsies and Travellers. The consultation took the form of an online survey, focus group and interviews. In recognition that Gypsy and Traveller issues transcend geographical boundaries and there is a need to cooperate in addressing the needs of Gypsies and Travellers, consultation was also undertaken with officers from neighbouring authorities.
- S14. The consultation with key stakeholders offered important insights into the main issues within the study area. According to stakeholders a key issue is a lack sites or yards to either own or rent although need varies throughout the county. That some local authorities are unable to meet accommodation need means that Gypsies and Travellers are moving to areas with spare capacity. A lack of transit provision can lead to tensions between Gypsy and Traveller households passing through an area and the settled community. The main drivers of accommodation need were considered to be a lack of suitable provision and new family formations.
- S15. The relationship between Gypsies, Travellers and the settled community differs according to the type of Gypsy or Travellers residing close to the settled community. Whilst relations between Gypsies and Travellers may not initially be good, as relationships build, barriers gradually break down. There needs to be better
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understanding between the different communities. Service providers such as health, education, police, local authorities, and the third sector should engage more with the Gypsy and Traveller community in order to increase social inclusion.

- S16. According to stakeholders, there is a need for better coordination and communication amongst Lincolnshire local authorities regarding Gypsy and Traveller issues. In particular, there needs to be better cooperation and communication on Gypsy, Traveller and Showpeople issues with countywide housing and planning groups tasked to work towards consistency between districts.

Surveys of Gypsy and Traveller families

- S17. Between November and December 2019 consultation with 75 households were undertaken by *RRR Consultancy* with Gypsy and Traveller families including 69 out of 76 residing on permanent pitches (91% response rate). The combination of local authority data, site visits and consultation with survey households helped to clarify the status of pitches i.e. which pitches are occupied by Gypsies and Travellers, vacant pitches, overcrowded pitches, pitches occupied by household members with a need for separate accommodation, and hidden households, amongst other needs issues.
- S18. Most households residing on sites were related to one another. Also, most households had lived on their respective site since it was first developed and in some cases were born on the site. There are three generations of the same family residing on some sites, and in one case four generations. Household size on each pitch varied between 1 person and 8 persons. Two fifths of survey respondents reside on local authority managed pitches, with the remainder consisting of a combination of privately rented pitches and small, family-owned sites.
- S19. The commitment of families to remain on existing sites is reflected in the fact that none indicated an intention to move in the future. This included those on both the private and local authority sites who commented on elements of their sites which required further work, either by themselves, or the owner of the site (whether private or local authority landlords). Households residing on both local authority sites were concerned about ensuring that maintenance and repairs are undertaken promptly.

Accommodation need

- S20. The accommodation needs calculation steps were based on a model in accordance with both previous and current Practice Guidance issued by the Department of Communities and Local Government (DCLG). It contains seven basic components; five assessing need and two assessing supply, which are applied to each sub-group, based on primary data.
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- S21. Table S1 summarises accommodation need over the period 2019-40. It shows that a further 41 Gypsy and Traveller pitches based on the ethnic identify definition, and 32 pitches based on PPTS 2015 definition are needed over the period 2019-2040 in Central Lincolnshire. It is important to note that the low accommodation needs figures for the period 2019-2024 in Central Lincolnshire as a whole are due to the high number of vacancies in Lincoln and North Kesteven, and potential pitches in West Lindsey. Tables S2 to S4 provide a summary of need for each of the three local authorities in Central Lincolnshire. The Ethnic need includes all of the need identified, whilst the PPTS need is that need minus those who do not meet the PPTS definition.
- S22. The main drivers of accommodation need within the first 5-year period are from new family formation and need deriving from psychological aversion. The accommodation need can be addressed by expanding the number of pitches permitted on existing private sites and/or providing new sites, and authorising pitches on unauthorised developments.
- S23. Since the 2013 GTAA there have been a number of changes which have impacted on accommodation need in the area. This includes the impact of legislative and national guidance such as PPTS 2015 which changed the definition of Gypsies and Travellers to exclude households whom have permanently ceased to travel. Some accommodation need identified in 2013 has since been met by local authorities granting planning permission for new pitches or the authorisation of sites which were previously unauthorised developments. 11 potential pitches (i.e. pitches with planning permission but which have not yet been developed) has also led to a reduction in accommodation need.
- S24. Table S5 summaries the additional accommodation need regarding Travelling Showpeople. A Travelling Showpeople household residing in West Lindsey own the yard they occupy. The household has a need of 6 plots but also have planning permission for 6 plots (shown in Step 6 of Table 6.1). As such, there is no net additional need for Travelling Showpeople plots. This household is from a neighbouring authority. The additional need for plots identified in the 2013 GTAA are no longer required as the household has since found alternative accommodation.

Central Lincolnshire

Table S.1: Summary of accommodation needs 2019-40 (pitches)

Period	Ethnic definition	PPTS 2015 definition
Total 2019-24	5	-4
Total 2024-29	10	10
Total 2029-34	11	11
Total 2034-40	15	15
Total 2019-40	41	32

Source: GTAA 2020

The City of Lincoln Council

Table S.2: Summary of accommodation needs 2019-40 (pitches)		
Period	Ethnic definition	PPTS 2015 definition
Total 2019-24	-7	-9
Total 2024-29	1	1
Total 2029-34	1	1
Total 2034-40	2	2
Total 2019-40	-3	-5

Source: GTAA 2020

North Kesteven District Council

Table S.3: Summary of accommodation needs 2019-40 (pitches)		
Period	Ethnic definition	PPTS 2015 definition
Total 2019-24	2	0
Total 2024-29	3	3
Total 2029-34	3	3
Total 2034-40	4	4
Total 2019-40	12	10

Source: GTAA 2020

West Lindsey District Council

Table S.4: Summary of accommodation needs 2019-40 (pitches)		
Period	Ethnic definition	PPTS 2015 definition
Total 2019-24	10	5
Total 2024-29	6	6
Total 2029-34	7	7
Total 2034-40	9	9
Total 2019-40	32	27

Source: GTAA 2020

Central Lincolnshire

Table S.5: Summary of Travelling Showpeople accommodation needs 2019-40 (plots)	
Period	Travelling Showpeople Need
Total 2019-24	0
Total 2024-29	0
Total 2029-34	0
Total 2034-40	0
Total 2019-40	0

Source: GTAA 2020

- S25. In relation to transit provision, it is recommended that all three Central Lincolnshire local authorities adopt a negotiated stopping policy. This involves caravans being sited at a suitable location for an agreed and limited period of time, with the provision of services such as waste disposal and toilets. Whilst it is important that all three

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

Conclusion and Recommendations

- S26. It is recommended that the Central Lincolnshire councils adopt the PPTS 2015 accommodation needs figures i.e. 32 additional pitches over the period of 2019 to 2040. Once the need determined by PPTS 2015 has been met, the Central Lincolnshire local authorities could consider adopting the accommodation needs figures as determined by the ethnic definition i.e. 41 additional pitches over the period of 2019 to 2040 – a difference of 9 pitches over the 21 year period. It is important to note that this only refers to pitches for Gypsies and Travellers and not plots for Travelling Showpeople.
- S27. As well as quantifying accommodation need, this study also makes recommendations on other key issues including:

Planning policy:

- Implement corporate policy to provide negotiated stopping arrangements to address unauthorised encampments for set periods of time at agreed locations.
 - To liaise with owners of the small, privately owned sites to determine how they could expand the number of pitches to meet the family's accommodation needs.
 - To consider how the accommodation needs can be met by expanding existing provision and/or providing new sites.
 - To consider alternative options for developing new sites such as sites developed on a cooperative basis, shared ownership, or small sites owned by a local authority, but rented to families for their own use.
 - To consider alternative site funding mechanisms such as: site acquisition funds; loans for private site provision through Community Development Financial Institutions; and joint ventures with members of the Gypsy and Traveller community.
 - To consider safeguarding Gypsy, Traveller and Travelling Showpeople sites and yards with permanent planning permission for their current use unless it can be demonstrated that they are no longer needed to meet identified need.
 - The population size and demographics of the Gypsy, Traveller and Travelling Showpeople communities can change rapidly. As such, their accommodation needs should be reviewed every 5 to 7 years.
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Management:

- Continued monitoring of the maintenance and management of the Local Authority sites including regular maintenance and health and safety checks.
 - Housing organisations need to review the type of housing allocated to Gypsies and Travellers residing in bricks and mortar in order to minimise the psychological aversion and feelings of isolation.
 - Develop a holistic vision for their work on Gypsies and Travellers and embed it in Community and Homelessness Strategies, Local Plans and planning and reporting obligations under the Equality Act 2010.
 - Provide regular training and workshop sessions with local authority and service provider employees (and elected members) help them to further understand the key issues facing the Gypsy and Traveller communities.
 - In liaison with relevant enforcement agencies such as the police to develop a common approach to dealing with unauthorised encampments.
 - Encourage local housing authorities to include Gypsy and Traveller categories on ethnic monitoring forms to improve data on population numbers, particularly in housing.
 - Better sharing of information between agencies which deal with the Gypsy and Traveller communities.
 - The population size and demographics of the Gypsy, Traveller and Travelling Showpeople communities can change. As such, their accommodation needs should be reviewed every 5 to 7 years.
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1. Introduction

Study context

- 1.1 In September 2019 the Central Lincolnshire local authorities of Lincoln City Council, North Kesteven District Council, and West Lindsey District Council commissioned *RRR Consultancy Ltd* to undertake a Gypsy and Traveller Accommodation Assessment (GTAA) for the period 2019-2040. The results will be used as an evidence base for policy development in housing and planning.
- 1.2 The requirement to assess the accommodation needs of Gypsies and Travellers and Travelling Showpeople is established through national guidance contained in Planning Policy for Traveller Sites (DCLG, 2015).

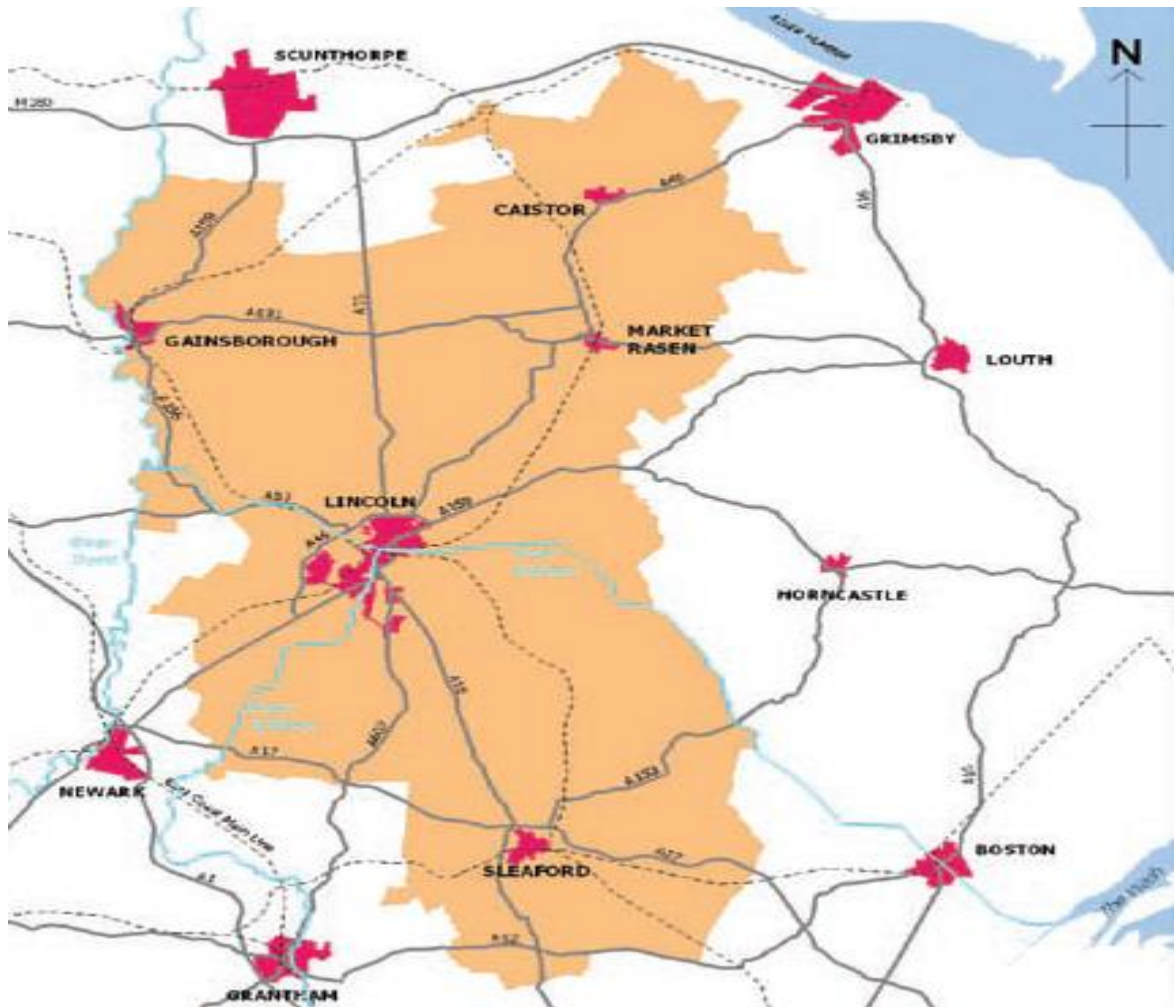
Methodological context

- 1.3 To achieve the study aims, the research drew on a number of data sources including:
 - Review of secondary information: a review of national and local planning policies and recently undertaken GTAAs, and analysis of secondary data. This included analysis of the most recently published (July 2019) MHCLG Traveller Caravan Count to determine trends in the population of Gypsies and Travellers.
 - An online survey, focus group and interviews with key stakeholders providing qualitative data regarding the accommodation needs of Gypsies, Travellers, and Travelling Showpeople.
 - Extensive face-to-face surveys of Gypsies, Travellers and Travelling Showpeople, covering a range of issues related to accommodation and service needs. This key element of the methodology provided an extensive range of data enabling future accommodation needs to be assessed.
- 1.4 The above provided an extensive range of quantitative and qualitative data enabling a robust and reliable assessment of accommodation needs.

Geographical context

- 1.5 Figure 1 is a map of the Central Lincolnshire area:
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Figure 1: Central Lincolnshire study area map



Source: Central Lincolnshire Joint Planning Unit (2013)

Central Lincolnshire study area

- 1.6 Central Lincolnshire consists of the local authorities of Lincoln City Council, North Kesteven District Council, and West Lindsey District Council. Central Lincolnshire's population lives in a range of settlements that vary greatly in size and character. Lincoln is by far the largest settlement, with a population of around 110,000 residing within the main built-up area including the settlement of North Hykeham. Lincoln acts as a service centre over a wide rural area. These villages look to Lincoln for most of their service and employment needs which effectively extends the population served by the City to around 165,000.

- 1.7 Beyond Lincoln, the main towns in the area are Gainsborough and Sleaford, serving the northern and southern parts of the area respectively. Gainsborough expanded rapidly as an industrial and engineering centre in the 19th century, changed the focus of this to manufacturing in the 20th century and now has a thriving manufacturing/engineering sector with a number of national and international companies with their headquarters located in the town. Comparatively, Sleaford functions as a thriving market town which has experienced rapid housing growth and an expanding population over the last two decades.
- 1.8 The rest of Central Lincolnshire is predominantly rural and is characterised by a dispersed settlement pattern of villages plus the small towns of Market Rasen and Caistor in West Lindsey. Average population density is amongst the lowest in lowland England and most settlements do not exceed a few hundred people. Collectively, the rural area nevertheless accounts for over half of Central Lincolnshire's total population. Functionally, the rural village often operate as clusters that share key services, with the larger villages acting as local service centres that communities rely on for basic facilities and as social hubs.
- 1.9 Central Lincolnshire has strong economic and service linkages with the surrounding areas, including Scunthorpe and Grimsby in the Humber area to the north, Doncaster to the north-west, Nottingham to the west, and the smaller nearby service centres including Grantham, Newark and Louth¹.

Gypsies, Travellers and Travelling Showpeople in the study area

- 1.10 There is a long history of Gypsies, Travellers and Travelling Showpeople residing and travelling through Central Lincolnshire. In December 2019 there were 111 pitches within Central Lincolnshire consisting of 50 occupied authorised private pitches, 26 occupied local authority managed pitches, 18 vacant pitches, 11 potential pitches (i.e. pitches with planning permission but which have not yet been developed), 4 transit pitches, and 2 pitches on an unauthorised development.

Summary

- 1.11 Whilst the Housing and Planning Act 2016 removes the requirement for all local authorities to carry out an assessment of the accommodation needs of Gypsies and Travellers, the August 2015 Planning Policy for Traveller Sites (PPTS) reiterates the need for local authorities to evidence the accommodation needs of Gypsies and Travellers and to determine the number, type and location of new provision.
- 1.12 The PPTS (2015) amended the definition of Gypsies and Travellers for planning purposes and requires local planning authorities to set pitch targets for Gypsies and

¹ Central Lincolnshire Local Plan Adopted April 2017.

Travellers, and plot targets for Travelling Showpeople, as defined in Annex 1, to address the likely permanent and transit site accommodation needs of travellers in their area. The needs of remaining Travellers will be informed by local housing need assessments.

- 1.13 The purpose of this assessment is to quantify the accommodation needs of Gypsies, Travellers and Travelling Showpeople in Central Lincolnshire area between 2019 and 2040. This is in terms of permanent pitches/plots, sites/yards, and transit sites and/or negotiated stopping arrangements for Gypsies and Travellers. The results will be used as an evidence base for policy development in housing and planning.
- 1.14 To achieve the study aims, the research drew on several data sources including: a review of secondary information; consultation with organisations involved with Gypsy and Traveller and Travelling Showpeople issues, and extensive surveys of Gypsies and Travellers. These provided an extensive range of quantitative and qualitative data enabling a robust and reliable assessment of accommodation needs.

2. Policy context

Introduction

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

National Policies

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

- 2.3 In August 2015 the Government published its amended planning policy for traveller sites, which replaced the previous guidance and circulars relating to Gypsies and Travellers and Travelling Show People. The guidance emphasised the need for local authorities to use evidence to plan positively and manage development. The PPTS requires local authorities to work with neighbouring local authorities to determine transit and permanent pitch and plot targets. It states that in assembling the evidence base necessary to support their planning approach, local authorities should:
- effectively engage with traveller communities
 - co-operate with traveller groups to prepare and maintain an up-to-date understanding of the likely permanent and transit/emergency accommodation needs of their areas
 - and use a robust evidence base to establish accommodation needs to inform the preparation of local plans and make planning decisions
- 2.4 There are some key differences between the March 2012 and August 2015 versions of the PPTS. One important amendment relates to the change in the definitions of Gypsies, Travellers, and Travelling Showpeople. The August 2015 PPTS changed the definition to exclude households who have permanently ceased to travel – in effect, for planning purposes, PPTS 2015 regards such households as members of the settled community.
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Definition Context

- 2.5 In August 2015, the DCLG amended its definition of Gypsies and Travellers², as set out below:

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

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

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

- 2.6 Unlike Gypsies and Travellers, Travelling Showpeople are not considered to be an ethnic minority. Although some Gypsies and Travellers may earn a living as 'travelling showpeople', Travelling Showpeople as a group do not consider themselves to belong to an ethnic minority³.
- 2.7 According to DCLG (August 2015) guidance on planning policy for traveller sites, the definition of Travelling Showpeople is:

Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family's or dependants' more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily, but excludes Gypsies and Travellers as defined above.⁴

- 2.8 Also, for the purposes of Gypsy and Traveller Accommodation Assessments (GTAAAs), Travelling Showpeople are included under the definition of 'Gypsies and Travellers' in accordance with The Housing (Assessment of Accommodation Needs) (Meaning of Gypsies and Travellers) (England) Regulations 2006, and the draft guidance to local housing authorities on the periodical review of housing needs (March 2016). It recommends that Travelling Showpeople's own accommodation

² DCLG, Planning Policy for Traveller Sites, August 2015.

³ DCLG, *Consultation on revised planning guidance in relation to Travelling Showpeople*, January 2007, p. 8

⁴ DCLG, *Planning Policy for Traveller Sites*, August 2015.

needs and requirements should be separately identified in the GTAA⁵. To ensure it is following DCLG guidance, this GTAA adheres to the definition of Gypsies, Travellers and Travelling Showpeople as defined by the DCLG 'Planning Policy for Traveller Sites' (August 2015) (see above).

- 2.9 It is important to note that Gypsies and Travellers and Travelling Showpeople have separate accommodation need requirements. Different terminology is used to distinguish between Gypsy and Traveller accommodation and Travelling Showpeople. Gypsies and Travellers occupy pitches on sites, while Travelling Showpeople occupy plots on yards. As well as space for residing quarters, Travelling Showpeople also require additional space in order to store and maintain large equipment.
- 2.10 Given the above, our approach is to undertake a methodology which provides first, an accommodation need figure based on ethnic identity; and second, a figure based on the PPTS (August 2015).

*DCLG Review of housing needs for caravans and houseboats: draft guidance (March 2016)*⁶

- 2.11 In March 2016 DCLG published its draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats. It states that when considering the need for caravans and houseboats local authorities will need to include the needs of a variety of residents in differing circumstances, for example:
- Caravan and houseboat dwelling households:
 - who have no authorised site anywhere on which to reside
 - whose existing site accommodation is overcrowded or unsuitable, but who are unable to obtain larger or more suitable accommodation
 - who contain suppressed households who are unable to set up separate family units and
 - who are unable to access a place on an authorised site, or obtain or afford land to develop their own site.
 - Bricks and mortar dwelling households:
 - Who's existing accommodation is overcrowded or unsuitable ('unsuitable' in this context can include unsuitability by virtue of a person's cultural preference not to live in bricks-and-mortar accommodation).

⁵ DCLG, *Planning Policy for Traveller Sites*, August 2015 and DCLG, *Draft Guidance to local housing authorities on the periodical review of housing needs (Caravans and Houseboats)* March 2016.

⁶ See <https://www.gov.uk/government/publications/review-of-housing-needs-for-caravans-and-houseboats-draft-guidance>

- 2.12 Importantly, in respect of this report, the draft guidance states that assessments should include, but are not limited to, Romany Gypsies, Irish and Scottish Travellers, New Travellers, and Travelling Showpeople.
- 2.13 The DCLG draft guidance (2016) recognises that the needs of those residing in caravans and houseboats may differ from the rest of the population because of:
- their nomadic or semi-nomadic pattern of life
 - their preference for caravan and houseboat-dwelling
 - movement between bricks-and-mortar housing and caravans or houseboats
 - their presence on unauthorised encampments or developments.
- 2.14 Also, it suggests that as mobility between areas may have implications for carrying out an assessment local authorities will need to consider:
- co-operating across boundaries both in carrying out assessments and delivering solutions
 - the timing of the accommodation needs assessment
 - different data sources
- 2.15 Finally, the DCLG draft guidance (2016) states that in relation to Travelling Showpeople account should be taken of the need for storage and maintenance of equipment as well as accommodation, and that the transient nature of many Travelling Showpeople should be considered.

Housing and Planning Act 2016

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

Local Planning Policies

Central Lincolnshire Local Plan adopted April 2017

- 2.17 Policy LP56 of the Local Plan states that the following sites are identified on the Policies Map for the provision of Gypsy and Traveller pitches:
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Table 2.1 Sites identified on the Central Lincolnshire Local Plan (2017) Policies Map

Ref.	Location	District	No. of pitches	Comments or specific requirements
CL4738	Westrum Lane, Brigg	West Lindsey DC	6 (additional pitches to existing 11)	- 6 additional pitches have planning consent (2015)
CL4675	Washingborough Lane, Lincoln	City of Lincoln	5	<ul style="list-style-type: none"> - Only land within flood zone 1 should be developed. - Proposals should avoid significant adverse impact on the Cow Paddle East, Cow Paddle Railway Embankment, and Canwick Road and St Swithin's Cemetery Local Wildlife Sites. - To be developed with consideration for existing Washingborough Road: site should be delivered without compromising the amenities of the occupants of the existing site.
CL1337	Trent Port Rd., Marton	West Lindsey DC	3-6	

2.18 Policy LP56 does not allocate any plots for Travelling Showpeople, due to the very low level of accommodation need identified. It states that if an application for such use comes forward, the policies of the Local Plan will be used to assess the proposal on a case by case basis.

2.19 Policy LP56 also details the criteria for sites coming forward in Sustainable Urban Extensions (SUE) and for other Gypsy and Traveller and Travelling Showpeople proposals on non-allocated sites:

- a. The proposal should not conflict with other local or national policies relating to flood risk, contamination, landscape character, protection of the natural and built environment, heritage assets or agricultural land quality; and
- b. Must have adequate and safe vehicular access; and
- c. Must have sufficient space for vehicle manoeuvring and parking within the site; and
- d. Should provide an acceptable standard of amenity for the site's occupants, and will not have an unacceptable impact on the amenity of nearby residents (in accordance with Policy LP26); and
- e. Should be adequately serviced, or capable of being adequately serviced, preferably by mains connections; and
- f. For non-allocated sites, should be located within reasonable travelling distance to both primary health care facilities and schools, preferably by walking, cycling or public transport. An exception to this may be allowed in the case of Travelling Showpeople, where there is a need to locate the

development close to the primary road network: in such event, access to primary health care and schools should still be achievable⁷.

- 2.20 In relation to Urban Extensions, Policy LP28 of the Local Plan states that each new urban extension proposal must, where applicable, set aside an area of land which is suitable for the provision of Gypsy and Traveller pitches. The size of the site shall be agreed through negotiation, though is likely to be of a size sufficient to accommodate 5-10 pitches. Such set aside land should be on-site unless the developer can demonstrate circumstances which demonstrate that provision on an alternative suitable site is identified, and is made available and deliverable by the applicant. Such set aside land (whether on the SUE site or off-site) should be provided to the local planning authority at nil cost and be secured through an appropriate legal agreement⁸.

Duty to cooperate and cross-border issues

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

Bassetlaw GTAA 2019

- 2.25 The GTAA report, undertaken by *RRR Consultancy Ltd*, sets out Gypsy, Traveller and Travelling Showpeople accommodation needs for Bassetlaw District Council for the period 2019 to 2037. It found that there is a need for a further 40 pitches (based

⁷ Central Lincolnshire Local Plan, Adopted April 2017 p.128

⁸ Central Lincolnshire Local Plan, Adopted April 2017 p.68

on PPTS 2015) are needed over the period 2019-2037 in Bassetlaw, or 52 Gypsy and Traveller pitches (based on the ethnic identify definition). The main drivers of accommodation need are from family units on unauthorised developments requiring residential pitches in the area, new family formations, and family units in housing but with a psychological aversion to housed accommodation. However, the accommodation needs figures are contingent on land which previously operated as an authorised private site being brought back into use.

Boston and South Holland GTAA 2017

- 2.26 The GTAA determined the accommodation needs of boat dwellers as well as Gypsies, Travellers and Travelling Showpeople. It states that there is a “very low” (assumed to be nil) need for additional pitches for Gypsies and Travellers that meet the current (PPTS 2015) planning definition. However, it identifies the need for 3 additional permanent pitches for Gypsy and Traveller households whose travelling status is unknown, and a further 7 pitches for households that do not meet the planning definition. The GTAA identified a need for 13 additional pitches for Gypsy and Traveller households whose travelling status is unknown and a further 2 pitches for households that do not meet the planning definition in South Holland. In Boston up to 10 Gypsy and Traveller households who do not meet the planning definition still have unaddressed accommodation needs to 2036, while in South Holland the figure is 15 households with unaddressed accommodation needs (although it is not clear which period(s) the needs relate to). The GTAA also identifies a need for 1 plot for a non-travelling Showpeople Household in South Holland. It did not find any need for additional boat dweller moorings.

Central Lincolnshire GTAA 2013

- 2.27 The Central Lincolnshire GTAA was undertaken by *RRR Consultancy Ltd* on behalf of the Central Lincolnshire Joint Strategic Planning Committee representing Lincoln City Council, West Lindsey District Council and North Kesteven District Council. It found that within the study area there was a need for 72 residential pitches, 4 emergency stopping places and 1 Travelling Showpeople yard over the period 2013-33. The GTAA was regarded by Planning Inspectors as robust and reliable. This GTAA is an update of the 2013 GTAA.
- 2.28 Since the 2013 GTAA there have been a number of changes which have impacted on accommodation need in the area. This includes the impact of legislative and national guidance such as PPTS 2015 which changed the definition of Gypsies and Travellers to exclude households whom have permanently ceased to travel. Some accommodation need identified in 2013 has since been met by local authorities granting planning permission for new pitches or the authorisation of sites which were previously unauthorised developments. The 11 potential pitches (i.e. pitches with
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planning permission but which have not yet been developed) have also led to a reduction in accommodation need.

East Lindsey GTAA 2012 / 2016

- 2.29 East Lindsey District Council's Gypsy, Traveller and Showpeople's Housing Needs Assessment was completed in 2012. In terms of need for permanent residential pitches it found that if the privately-owned site with planning permission for 11 pitches at Brackenfreya Woods, Brackenborough Road, Louth is not secured then 2 further sites for renting will need to be provided within the 5-year period. Suggested locations for these sites are in the vicinity of Louth in the Toynton/Spilsby area and also Frithville or Stickford and West Keal. An additional single pitch site for owner occupation will also be required in the Firsby area if planning permission is not granted for the existing unauthorised site. This totals 7 pitches. In 2016 *RRR Consultancy Ltd* undertook a study to confirm the accommodation needs of Gypsies, Travellers and Travelling Showpeople within the district and to identify suitable locations for new sites. This study was regarded in an EiP examination as being robust and reliable. This was particularly due to the extensive level of engagement with households on sites and the inclusion of need deriving from households residing in bricks and mortar accommodation.

Mansfield GTAA 2017

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

Newark and Sherwood GTAA 2013

- 2.31 The Newark and Sherwood GTAA was produced in October 2015 and updated in June 2016. The update was undertaken to reflect the DCLG's August 2015 change in definition of Gypsies and Travellers. According to the GTAA Newark and Sherwood accommodates a large Gypsy and Traveller population compared to many other local authorities. The GTAA states that there is a need of 14 additional pitches for the period 2013-18 and 11 pitches for the period 2018-23. The GTAA is currently (Autumn 2019) being updated.
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North Lincolnshire GTAA 2017

- 2.32 The North Lincolnshire Gypsy and Traveller Accommodation Needs Assessment 2017 provides an objective assessment of future pitch requirement for Gypsy and Travellers including Travelling Showpeople in accordance with national policy. The assessment identifies that North Lincolnshire needs to find provision for 10 permanent residential pitches and 13 transit pitches. Currently North Lincolnshire has two locations (Brigg and Kirton in Lindsey) providing permanent Gypsy and Travellers facilities. The two Brigg sites River View and Mill View currently have additional capacity to meet the future additional needs with the scope for future expansion.

North East Lincolnshire GTAA 2014

- 2.33 The 2014 GTAA identified a need for 12 additional pitches for the period 2014-2029 and no requirement for Travelling Showpeople plots. At the time of the 2014 GTAA there was only one location providing permanent Gypsy and Traveller facilities in the Borough. This was located at Habrough and consisted of two separate but adjacent sites for two related families. In response to the GTAA, the local authority established a second site in 2015 which met a substantial element of the identified need, and provides scope for further expansion in the future to meet additional household formation across the two family groups. The GTAA identified an increase in unauthorised encampments mainly associated with the two existing family groups. Most encampments occur during the summer and are limited to a few days. The GTAA concluded that there is a need for regular review particularly with regard to temporary pitch provision.

South Kesteven and Rutland GTAA 2016

- 2.34 The GTAA (undertaken by *RRR Consultancy*) assessed the accommodation needs of Gypsies, Travellers, and Travelling Showpeople for the period 2016-2036. It showed a need for a further 32 Gypsy and Traveller pitches and 9 Travelling Showpeople plots over twenty years in South Kesteven, and 13 Gypsy and Traveller pitches and 10 Travelling Showpeople plots in Rutland. The main drivers of need identified were from newly forming families on authorised sites, families living on unauthorised encampments, families living on unauthorised developments, overcrowding and psychological aversion of households living in bricks and mortar accommodation. As records showed low levels of unauthorised encampments within the study area, it was recommended that the local authorities consider the potential for negotiated stopping arrangements.

South Nottinghamshire GTAA 2014

- 2.35 The primary purpose of the GTAA was to establish the additional permanent pitch provision requirements of the Gypsy and Traveller population in the local authority
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areas of Broxtowe Borough, Gedling Borough, Nottingham City and Rushcliffe Borough from 2014 to 2029. According to the GTAA there is a need for 11 additional pitches for the period 2014-2029 including 4 in Rushcliffe, 3 in Gedling, 2 in Broxtowe, and 2 in Nottingham. The GTAA did not estimate need for additional transit provision.

Summary

- 2.36 DCLG Planning Policy for Traveller Sites (August 2015) emphasises the need for local authorities to use evidence to plan positively and manage development. The Housing and Planning Act 2016 amends section 8 of the Housing Act 1985 governing the assessment of accommodation needs to include all people residing in the study area in caravans or houseboats. However, for planning purposes, as noted above, the DCLG Planning Policy for Traveller Sites (August 2015) still requires local authorities to identify the accommodation needs of Gypsies, Travellers and Travelling Showpeople who accord with the definition in Annex 1 of the PPTS.
- 2.37 Policy LP56 of the Local Plan identifies 2 sites within central Lincolnshire which could accommodate additional pitches and 1 new potential site. It also details the criteria for sites coming forward in Sustainable Urban Extensions (SUE) and for other Gypsy and Traveller and Travelling Showpeople proposals on non-allocated sites. In relation to Urban Extensions, Policy LP28 of the Local Plan it states that each new urban extension proposal must, where applicable, set aside an area of land which is suitable for the provision of 5-10 Gypsy and Traveller pitches.
- 2.38 Given the cross-boundary characteristic of Gypsy and Traveller accommodation issues, it is important to consider the findings of GTAA's produced by neighbouring local authorities. GTAA's recently undertaken by neighbouring local authorities indicate that there remains some Gypsy and Traveller accommodation need throughout the region, but none have suggested an accommodation need arising in their area should be met within Central Lincolnshire.
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3. Trends in the population levels

Introduction

- 3.1 This section examines population levels in the GTAA study area and population trends. The primary source of information for Gypsies and Travellers (including Travelling Showpeople) in England is the MHCLG Traveller Caravan Count. This was introduced in 1979 and places a duty on local authorities in England to undertake a twice-yearly count for the MHCLG on the number of Gypsy and Traveller caravans in their area. The count was intended to estimate the size of the Gypsy and Traveller population for whom provision was to be made and to monitor progress in meeting accommodation need.
- 3.2 Although the duty to provide sites was removed in 1994, the need for local authorities to conduct the count has remained. There are, however, several weaknesses with the reliability of the data. For example, across the country counting practices vary between local authorities, and the practice of carrying out the count on a single day ignores the fluctuating number and distribution of unauthorised encampments. Also, some authorities include Travelling Showpeople in the same figures as Gypsies and Travellers, whilst others distinguish between the different groups and do not include Travelling Showpeople.
- 3.3 Significantly, the count is only of caravans (tourer and static caravans) and so Gypsies and Travellers residing in bricks and mortar accommodation are excluded. It should also be noted that pitches / households often contain more than one caravan, typically two or three.
- 3.4 Despite concerns about accuracy, the count is a useful indicator because it provides the only national source of information about numbers and distribution of Gypsy and Traveller caravans. As such, it is useful for identifying trends in the Gypsy and Traveller population, if not determining absolute numbers.
- 3.5 The MHCLG Count includes data concerning both Gypsies and Travellers sites⁹. It distinguishes between caravans on socially rented authorised, private authorised, and unauthorised pitches. Unauthorised sites and pitches are broken down as to whether they are tolerated or not tolerated. The analysis in this chapter includes data from January 2016 to July 2019.

⁹ Data regarding Travelling Showpeople is published separately by the MHCLG as 'experimental statistics'.

Population

- 3.6 The total Gypsy and Traveller population residing in the UK is unknown, with estimates for England ranging from 90,000 and 120,000¹⁰ (1994) to 300,000¹¹ (2006). There are uncertainties partly because of the number of different definitions that exist, but mainly because of an almost total lack of information about the numbers of Gypsies and Travellers now residing in bricks and mortar accommodation. Estimates produced for the MHCLG suggest that at least 50% of the overall Gypsy and Traveller population are now residing in permanent housing.
- 3.7 Local authorities in England provide a count of Gypsy and Traveller caravans in January and July each year for the MHCLG. The July 2019 Count (the most recent figures available) indicate a total of 23,125 caravans. Applying an assumed three person per caravan¹² multiplier would give a population of over 69,000.
- 3.8 Again, applying an assumed multiplier of three persons per caravan and doubling this to allow for the numbers of Gypsies and Travellers in housing,¹³ gives a total population of almost 139,000 for England. However, given the limitations of the data this figure can only be very approximate, and may be a significant underestimate.
- 3.9 For the first time, the national census, undertaken in 2011, included the category of 'Gypsy or Irish Traveller' in the question regarding ethnic identity. Table 3.1 below shows total population and Gypsy and Traveller population per Lincolnshire local authority as derived from the 2011 Census. It shows that in 2011 there were 315 Gypsies and Travellers residing in Central Lincolnshire representing around 0.11% of the usual resident population.¹⁴ This is slightly higher compared to the Lincolnshire average of 0.09%. The proportion of Gypsies and Travellers recorded in the constituent Central Lincolnshire local authorities varied widely with 0.07% of the population of North Kesteven recorded as Gypsies or Travellers, 0.09% of Lincoln City, and 0.18% of West Lindsey.

¹⁰ J. P. Liegeois, (1994) *Romas, Gypsies and Travellers* Strasbourg: Council of Europe. This is equivalent to 0.15% to 0.21% of the total population.

¹¹ Commission for Racial Equality, *Common Ground Equality, good race relations and sites for Gypsies and Irish Travellers - Report of a CRE inquiry in England and Wales*, (Summary), May 2006, pages 3-4.

¹² Niner, Pat (2003), *Local Authority Gypsy/Traveller Sites in England*, ODPM.

¹³ Ibid.

¹⁴ See ONS 2011 Census Table KS201EW Ethnic Group located at: <http://www.ons.gov.uk/>

Table 3.1 Gypsy and Traveller Population			
	Population (no.)	G&T Pop (no.)	G&T Pop (%)
Boston	64,637	63	0.10%
East Lindsey	136,401	61	0.04%
Lincoln	93,541	80	0.09%
North Kesteven	107,766	74	0.07%
South Holland	88,270	100	0.11%
South Kesteven	133,788	78	0.06%
West Lindsey	89,250	161	0.18%
Lincolnshire	713,653	617	0.11%

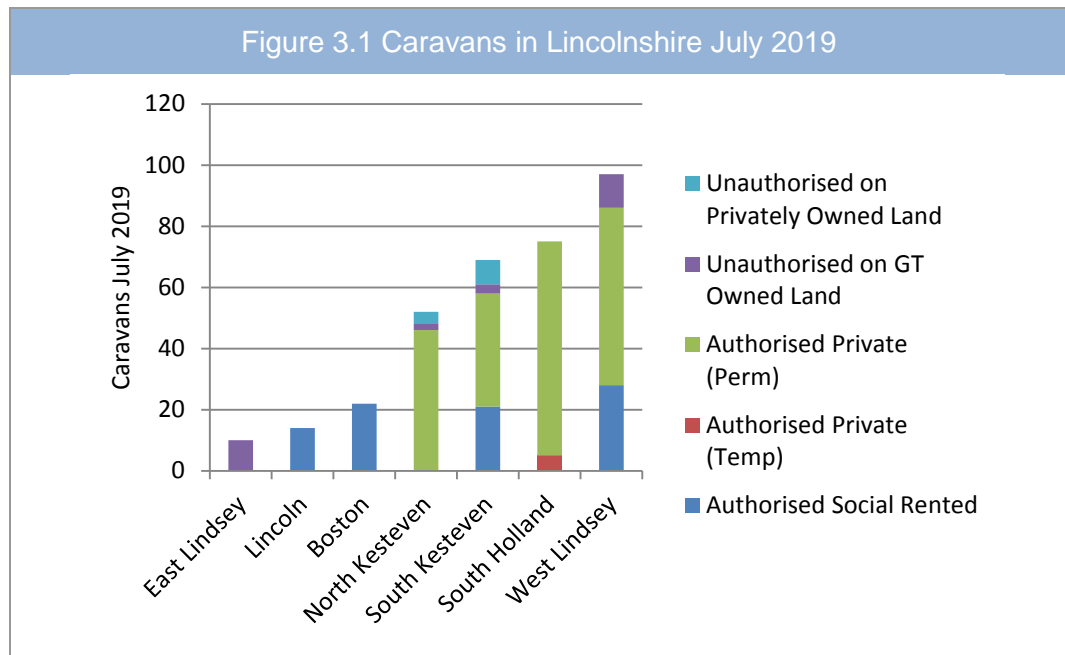
Source: NOMIS 2019 (from Census 2011)

- 3.10 It is also possible to determine the Gypsy and Traveller population within the study area by tenure. Derived from 2011 Census data, Table 3.2 shows the tenure of 121 Gypsy and Traveller households. The most common tenure is private rented housing occupied by over a third (38%) of households, followed by around a third (32%) who own the housing they occupy, and around a third (30%) who reside in social housing. This includes households residing both on sites and in bricks and mortar accommodation.

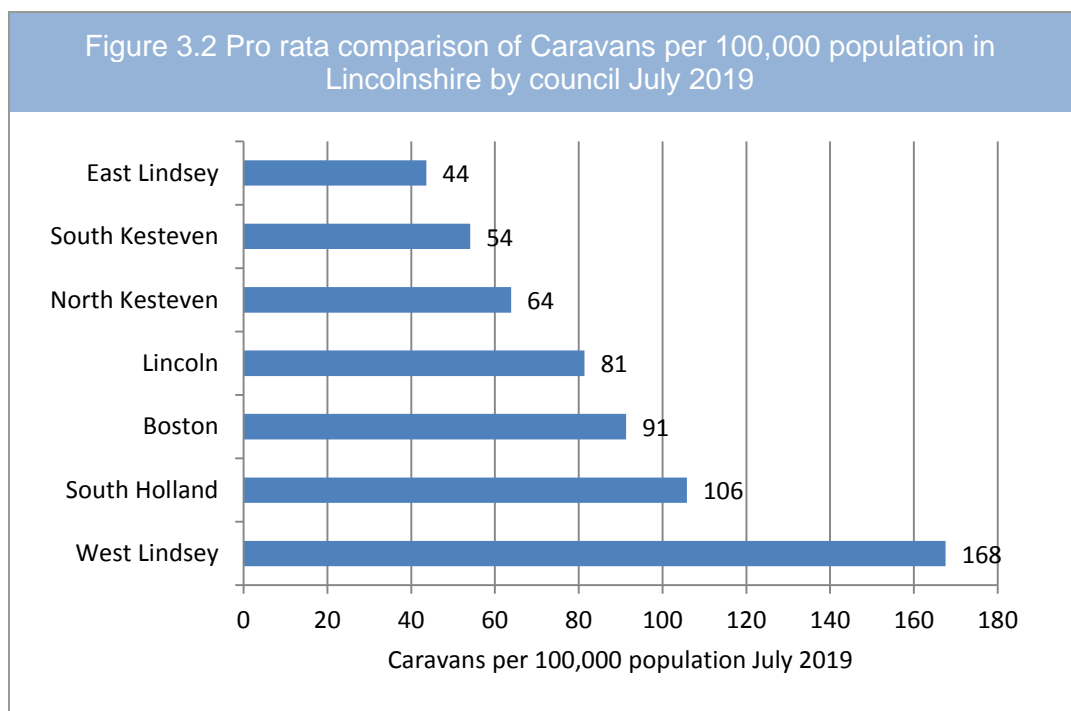
Table 3.2 Gypsy and Traveller households by tenure								
	Lincoln		North Kesteven		West Lindsey		Total	
Social rented	16	50%	5	19%	15	24%	36	30%
Owned	6	19%	12	46%	21	33%	39	32%
Private rented	10	31%	9	35%	27	43%	46	38%
Total	32	100%	26	100%	63	100%	121	100%

Source: NOMIS 2019 (from Census 2011)

- 3.11 Figure 3.1 below shows Lincolnshire councils' Traveller July 2019 Caravan Count. There is some variation in the number of caravans in each local authority with fewer than the average of 48 caravans recorded by the July 2019 count in 3 of the 7 Lincolnshire local authorities including 10 in East Lindsey, 14 in Lincoln and 22 in Boston. Above the average were North Kesteven with 52 caravans, South Kesteven with 69 caravans, South Holland with 75 caravans, and West Lindsey with 97 caravans. A total of 163 caravans were recorded in the three Central Lincolnshire councils including 104 caravans on private pitches with permanent planning permission, 42 caravans on social rented pitches, and 17 caravans on unauthorised pitches.



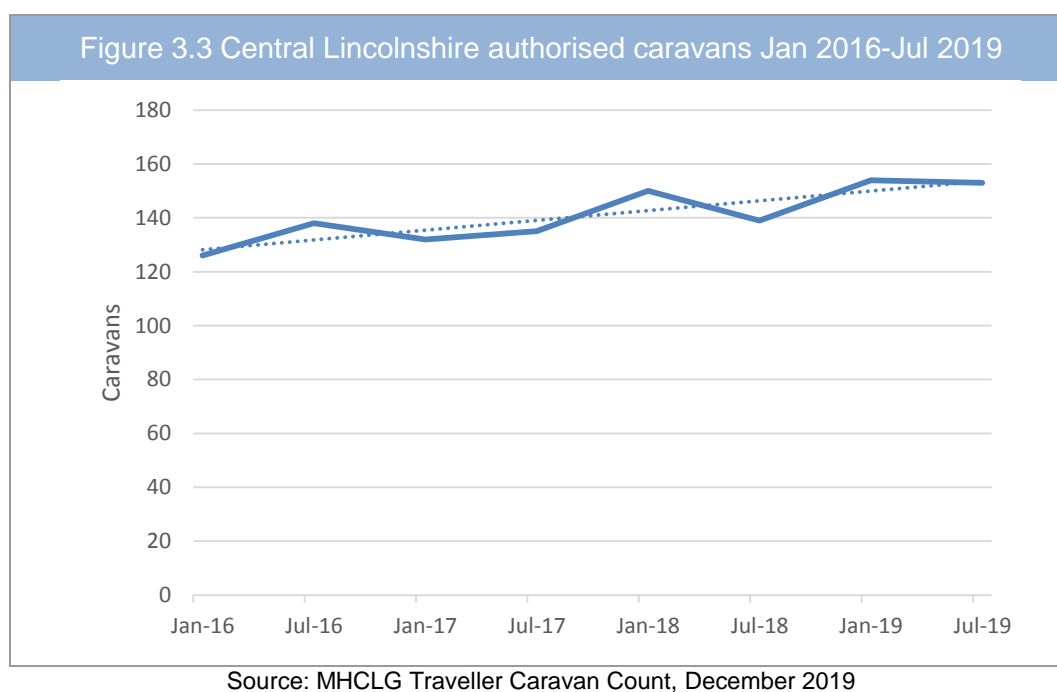
Source: MHCLG Traveller Caravan Count, December 2019



Source: MHCLG Traveller Caravan Count, December 2019

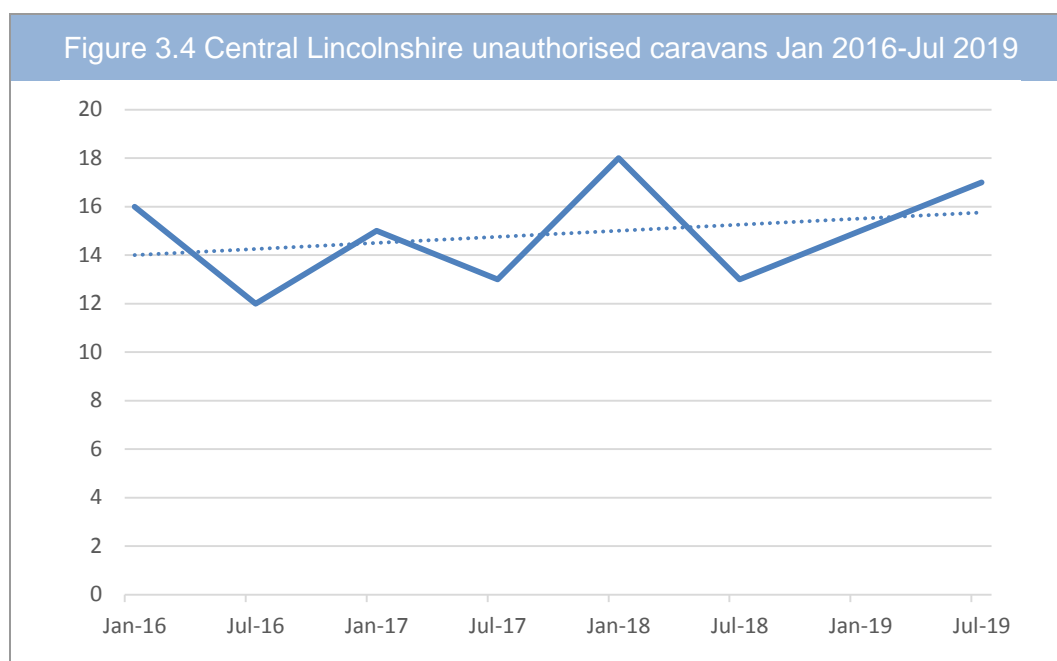
3.12 Figure 3.2 shows that when the population is taken into account the density of caravans varies. 4 of the 7 local authority areas are at or below the Lincolnshire average of 81 caravans per 100,000 population including East Lindsey (44 caravans per 100,000 population), South Kesteven (54), North Kesteven (64) and Lincoln (81). Boston (91), South Holland (106), and West Lindsey (168) are above the average. The combined density of the three Central Lincolnshire local authorities is also higher than the average at 102 caravans per 100,000 population.

- 3.13 Figure 3.3 shows that the total number of caravans in Central Lincolnshire located on authorised pitches recorded by the MHCLG Traveller Count over the period January 2016 to July 2019. The MHCLG recorded a total of 126 caravans located on authorised pitches in January 2016 compared to 153 caravans in July 2019. The dotted trend line shows that over the last 3 years there has been a slight increase in the number of authorised caravans in Central Lincolnshire.
- 3.14 On average, three fifths (60%) of all authorised caravans recorded by the MHCLG count in Central Lincolnshire are located in West Lindsey, with smaller proportions recorded in North Kesteven (30%) and Lincoln (10%). All the caravans recorded by the MHCLG have permanent planning permission with none with temporary planning permission.



Data on unauthorised encampments

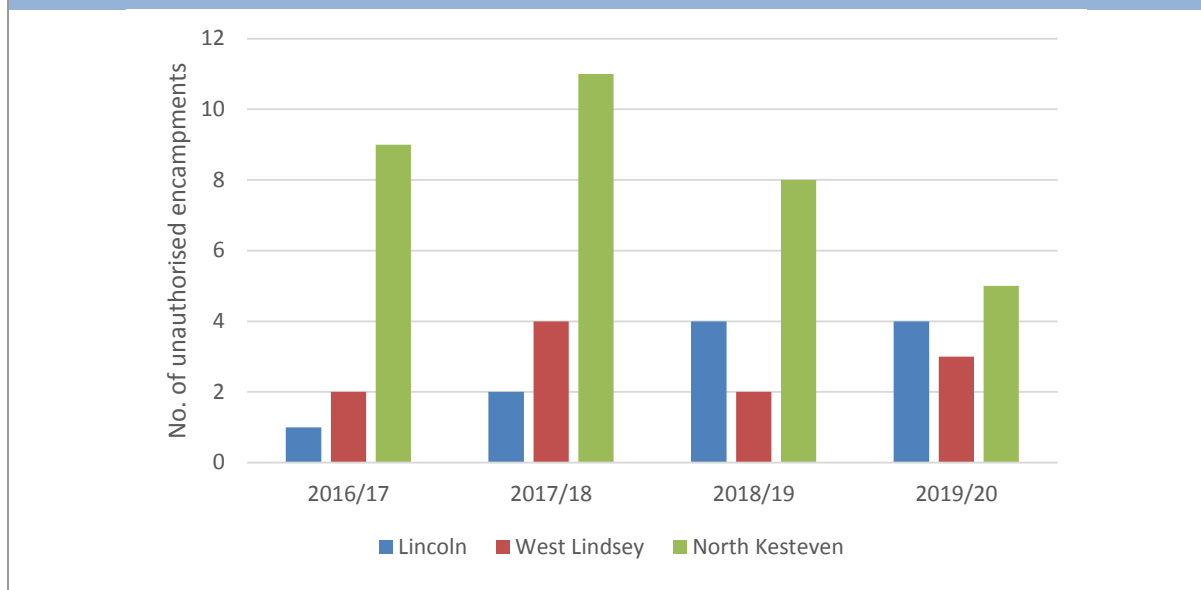
- 3.15 MHCLG data on unauthorised encampments (i.e. caravans residing temporarily on 'pitches' without planning permission) is of limited accuracy, although it may indicate general trends. Figure 3.4 shows a relatively small number of caravans recorded on unauthorised pitches in Central Lincolnshire over the period January 2016 to July 2019. It shows a wide variation in the numbers of unauthorised caravans recorded over the period with a peak of 18 caravans in January 2018. The latest (July 2019) figures record 17 caravans on unauthorised pitches whilst the dotted trend line shows that, on average, the number of caravans on unauthorised pitches has steadily increased over the period January 2016 to July 2019. On average, around four fifths (83%) of unauthorised caravans reside in West Lindsey.



Local authority data on unauthorised encampments

- 3.16 As previously noted, the MHCLG data on unauthorised encampments (i.e. caravans residing temporarily on 'sites' without planning permission) is of limited accuracy, although it may indicate general trends. The Central Lincolnshire local authorities and Lincolnshire County Council keep more detailed records of unauthorised encampments.
- 3.17 Figure 3.5 shows the number of unauthorised caravans in Central Lincolnshire recorded by Lincolnshire County Council over the 3-year period 2016/17 to 2019/20. It shows that 55 unauthorised encampments took place with 12 taking place in 2016/17, 17 in 2017/18, 14 in 2018/19, and 12 in 2019/20 (up to December 2019). Of the 55 unauthorised encampments 33 (60%) took place in North Kesteven compared to 11 (20%) in West Lindsey and 11 (20%) in Lincoln.
- 3.18 The only detailed local authority data available recorded separately from the Lincolnshire County Council data is from Lincoln City Council. It records 18 unauthorised encampments taking place within the city boundaries between April 2016 and August 2019. In 10 of the 18 unauthorised encampments legal proceedings were taken resulting in total costs of £3,605 at an average of £404 per case. Unauthorised encampments usually took place in open spaces such as the South Common, West Common, Cowpaddle Common and Hartsholme Country Park or local leisure centres.

Figure 3.5 Unauthorised encampments in Central Lincolnshire (2016/17-2019/20)

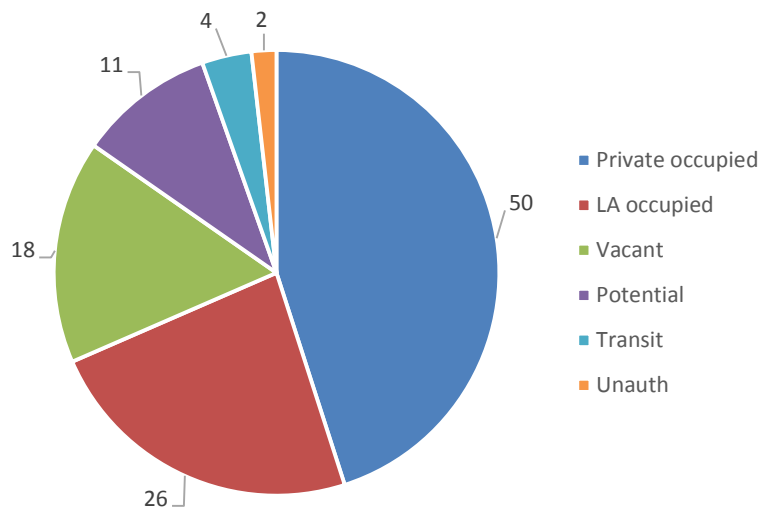


Source: Lincolnshire County Council 2019

Permanent residential pitches within the study area

- 3.19 As Figure 3.6 shows, in December 2019, the GTAA identified 111 pitches within Central Lincolnshire consisting of 50 occupied authorised private pitches, 26 occupied local authority managed pitches, 18 vacant pitches (13 on local authority sites and 5 on private sites), 11 potential pitches (i.e. pitches with planning permission but which have not yet been developed) – 10 on private sites and 1 on a local authority site, 4 transit pitches, and 2 pitches on an unauthorised development.

Figure 3.6 Pitches in Central Lincolnshire December 2019



Source: Central Lincolnshire GTAA 2020

3.20 Tables 3.3 to 3.6 summarise the number of Gypsy and Traveller sites within Central Lincolnshire, the number of pitches, the number of occupied pitches at the time of the household survey (November and December 2019), and the number of vacant and potential pitches. It shows that the number of sites and pitches within the study area are mainly concentrated in West Lindsey.

Table 3.3 Number of sites per local authority

	Lincoln	North Kesteven	West Lindsey	Total
Authorised Local Authority	1	0	1	2
Private Authorised	0	3	5	8
Unauthorised developments	0	0	1	1
Authorised Transit	0	0	1	1
Total	1	3	8	12

Source: Central Lincolnshire GTAA 2020

Table 3.4 Number of pitches per local authority

	Lincoln	North Kesteven	West Lindsey	Total
Authorised local authority	19	0	21	40
Private authorised	0	29	36	65
Unauthorised developments	0	0	2	2
Authorised transit	0	0	4	4
Total	19	29	63	111

Source: Central Lincolnshire GTAA 2020

Table 3.5 Number of occupied pitches per local authority

	Lincoln	North Kesteven	West Lindsey	Total
Authorised local authority	7	0	19	26
Private authorised	0	25	25	50
Unauthorised developments	0	0	2	2
Authorised transit	0	0	4	4
Total	7	25	50	82

Source: Central Lincolnshire GTAA 2020

Table 3.6 Number of vacant and potential pitches per local authority

	Lincoln	North Kesteven	West Lindsey	Total
Local authority vacant	12	0	1	13
Local authority potential	0	0	1	1
Private vacant	0	4	1	5
Private potential	0	0	10	10
Total	12	4	13	29

Source: Central Lincolnshire GTAA 2020

Changes to pitch provision since 2013

- 3.21 It is useful to determine how pitch numbers within the three local authorities have changed since the publication of the 2013 GTAA. There have been few changes in total pitch numbers since 2013 including no changes to the number of pitches within the Lincoln City Council area. All pitches are located on one local authority site. However, the number of occupied pitches reduced from 10 in 2013 to 7 in 2019. The site remains occupied by the same extended family although the number and demographics of occupants have changed leading to a reduction in accommodation need. Compared to 2013, no accommodation needs deriving from households residing on unauthorised encampments in Lincoln were identified by the 2020 GTAA.
- 3.22 The North Kesteven District Council area continues to contain only private pitches and no social rented or transit pitches. Since 2013 the number of permanent private pitches has increased from 23 to 29 (with 25 occupied at the time of the 2020 GTAA). One pitch included in the 2013 GTAA is no longer available and the accommodation need arising from this pitch in 2013 has been addressed elsewhere. There were no known unauthorised developments with accommodation need in the area identified by the 2020 GTAA compared to 2 in 2013. These factors have contributed to a reduction in accommodation need for Gypsies and Travellers in North Kesteven between 2013 and 2020.

- 3.23 The West Lindsey District Council area continues to contain a mixture of social rented and private site provision. Both the 2013 and 2020 GTAA record a total of 21 pitches at the local authority site (with 20 occupied in 2013 and 19 occupied in 2020). The 2013 GTAA recorded a total provision of 23 pitches (with 20 occupied) compared to 36 pitches (with 25 occupied) by the 2020 GTAA.
- 3.24 Other key changes to site provision in West Lindsey include: no transit provision in 2013 compared to 4 pitches in 2020; 2 pitches with temporary planning permission in 2013 compared to 0 in 2020 (with the accommodation need deriving from this site being addressed elsewhere); no accommodation need arising from unauthorised encampments identified in 2020 compared to 2 in 2013; and 1 unauthorised development in 2013 compared to 2 in 2020. The unauthorised development identified in 2013 has since been granted planning permission along with 9 other pitches on the same site.
- 3.25 In relation to Travelling Showpeople, since the 2013 GTAA, West Lindsey has granted planning permission for a 6-plot yard. This yard is in the process of being developed and will address all the accommodation need identified by the 2020 GTAA. The accommodation need identified in 2013 is no longer required as it has since been addressed by alternative means.

Travelling Showpeople

- 3.26 Data from planning permissions is also available in the study area showing provision for Travelling Showpeople. The cultural practice of Travelling Showpeople is to live on a plot in a yard in static caravans or mobile homes, along with smaller caravans used for travelling or inhabited by other family members (for example, adolescent children). Their equipment (including rides, kiosks and stalls) is usually kept on the same plot.
- 3.27 There is one Travelling Showperson's yard in Central Lincolnshire located in West Lindsey consisting of 6 plots which is currently under development. The new yard will meet the accommodation needs of a Travelling Showpeople family which is moving from South Kesteven. It should be borne in mind that the amount of land needed for a Travelling Showpeople plot is greater than that for Gypsy and Traveller pitches because of the mixed use of the plots. For clarity, we refer to Travelling Showpeople 'plots' rather than 'pitches', and 'yards' rather than 'sites' to recognise the differences in design.

Summary

- 3.28 The 2011 Census suggests there were 315 Gypsies and Travellers residing in Central Lincolnshire study area representing about 0.11% of the total population. The 2011 Census records a total of 121 Gypsy and Traveller households residing within
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the Central Lincolnshire study area of which a majority were residing in private rented accommodation. The MHCLG July 2019 Count shows the number there were 315 Gypsy and Traveller caravans located in the Central Lincolnshire area. When population size is considered Central Lincolnshire (102 caravans per 100,000 population) is above the average for all Lincolnshire local authorities (81 caravans per 100,000 population) and West Lindsey is very high at 168 caravans per 100,000 population. The total number of caravans recorded on authorised pitches in Central Lincolnshire study area increased slightly over the previous 3-year period with 153 caravans recorded in July 2019 compared to 126 in January 2016.

- 3.29 MHCLG data has recorded relatively few unauthorised encampments within the Central Lincolnshire area over the period January 2016 to July 2019 (although the count is of limited accuracy). Lincolnshire County Council data shows 55 unauthorised encampments took place 2016/17 to 2019/20 with 12 taking place in 2016/17, 17 in 2017/18, 14 in 2018/19, and 12 in 2019/20 (up to December 2019).
- 3.30 In December 2019, the GTAA identified 111 pitches within Central Lincolnshire consisting of 50 occupied authorised private pitches, 26 occupied local authority managed pitches, 18 vacant pitches (13 on local authority sites and 5 on private sites), 11 potential pitches (i.e. pitches with planning permission but which have not yet been developed) – 10 on private sites and 1 on a local authority site, 4 transit pitches, and 2 pitches on an unauthorised development.
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4. Stakeholder Consultation

Introduction

- 4.1 Consultations with a range of stakeholders were conducted between October and December 2019 to provide in-depth qualitative information about the accommodation needs of Gypsies, Travellers and Travelling Showpeople. The aim of the consultation was to obtain both an overall perspective on issues facing these groups, and an understanding of local issues that are specific to the study area. The consultation took the form of an online survey, focus group and interviews. In recognition that Gypsy and Traveller issues transcend geographical boundaries and the duty to cooperate in addressing the needs of Gypsies and Travellers, consultation was undertaken with officers from neighbouring authorities.
- 4.2 Key stakeholders involved in the consultation included housing and planning officers from the Central Lincolnshire local authorities and neighbouring authorities, the Lincolnshire Traveller Initiative, Lincolnshire County Council, Lincolnshire Police, and a representative from the National Federation of Gypsy Liaison Groups (NFGLG).
- 4.3 Themes discussed through the consultation included: the need for additional accommodation and facilities; travelling patterns; the availability of land; accessing services; and work taking place to meet the needs of Gypsies and Travellers. This chapter presents brief summaries of the consultation with stakeholders and highlights the main points that were raised. Please note that the below represents the views of participating stakeholders rather than the policy and procedures adopted by the Central Lincolnshire local authorities.

Accommodation needs

- 4.4 Stakeholders commented on the main issues regarding the accommodation needs of Gypsies, Travellers and Travelling Showpeople in the study area. There were differences between stakeholders as to whether there is sufficient site and yard provision within local areas. Some stakeholders stated that current provision is sufficient to meet need, whilst others stated there is a lack sites or yards to either own or rent in their local authority area. Similarly, whilst some local authorities recorded vacancies on current sites, others stated that there is insufficient provision in local areas.
- 4.5 According to stakeholders the extent to which current provision is meeting need varies across the county and neighbouring authorities. That some local authorities are unable to meet need means that Gypsies and Travellers are moving to areas with spare capacity. It was noted that some local authorities are relying on 'windfall sites' to meet shortfalls in pitch accommodation rather than having sites identified and contained within their Local Plan.
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- 4.6 The main drivers of accommodation need were considered by stakeholders a lack of suitable provision for both Gypsies and Travelers and Travelling Showpeople; new family formations; and accommodation need arising from households residing on unauthorised encampments.
- 4.7 It was suggested that new provision should be located where land has been identified for residential use (housing) rather than specifically identifying land for Traveller sites which local planning authorities are failing to do. Whilst this would be met with opposition from landowners and developers it would at least offer options for sites for Gypsies and Travellers. An absence of a 5-year supply may lead to greater dependence on windfall sites. Any criteria-based policy must be realistic. A network of smaller family sites is advantageous across the region as a whole. It was suggested that new sites could be allocated as part of future urban extensions within the study area although they might be located off-site. There is sometimes a balance between land affordability and sustainability i.e. affordable land suitable for new sites is not always located close to services and amenities.
- 4.8 According to stakeholders, local authorities from across the county should work together to identify suitable locations for both new permanent and transit provision. It may be useful to examine area plans to determine the location of suitable land. According to one stakeholder, efforts to identify land with a specific use for sites has historically proven unsuccessful with little or no land being put forward by local planning authorities into their local plans. As such, accommodation need for Gypsies and Travellers should be generalised under residential use within the Local Plan rather than for specific use. Community or voluntary groups could be involved in helping to determine suitable land. There also needs to be better liaison between local authorities and the Gypsy and Traveller community in helping to determine, purchase and develop suitable sites. Identifying suitable locations should be a national rather than a local duty.
- 4.9 It was stated that whilst some sites may be suitable for expansion, it is important that these do not become too large as this can lead to families becoming isolated and not integrating with the local community. Specific locations for new sites mentioned by stakeholders included good transport routes next to the A1, A46, A631 and A15 and not too distant from local amenities, services and schools. Transit provision should be located along main travelling routes and stopping places.

Barriers to new provision

- 4.10 Stakeholders perceived the main barriers to delivering new sites as: the limited availability of appropriate sites; the financial viability of new sites and difficulties in financing new provision; and competing and conflicting priority pressures for available sites. A key barrier noted by stakeholders is a lack of suitable land in the county. It was suggested that Gypsies' and Travellers' choice of land is usually
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determined by affordability. Lincolnshire contains affordable agricultural land which attracts Gypsy and Traveller households, although it may not be suitable for development as sites or yards. Also, land which is suitable for development may be more expensive.

- 4.11 Similarly, it was suggested that local planning authorities have very little if any land identified within the Central Lincolnshire Local Plan for 'deliverable and developable sites' for the Travelling Community to develop their own sites or meet local plan targets. Sites having to be sustainable mean that the criteria local authorities use in deciding whether land is 'suitable' or not can be onerous and not always relevant. Planning constraints may limit the amount of land considered suitable to be developed as new sites within the study area. There is particularly limited land within the Lincoln City Council area regarded as suitable for development as new Gypsy and Traveller sites. Travelling Showpeople's requirements may differ from the Gypsy and Traveller community insofar as they need residential and/or commercial usage and there does not appear to be any sites identified for this particular group.
- 4.12 Due to local authorities not being able to identify suitable land Gypsies and Travellers are having to find their own land to develop. However, it was suggested that the Travelling community may not be familiar with the planning system or important factors such as how flood risk may impact on planning decisions. This can lead to an expensive process without a positive outcome for families. The planning process regarding new sites can be slow and take as long as 5 years to process. It was also noted by stakeholders that there may political or local opposition to new sites or yards. This may be due to negative images of the Gypsy and Traveller community presented by the media. There is a lack of government financial support for new provision.

Transit provision and travelling patterns

- 4.13 It was generally agreed that there is a lack of transit facilities within the county to which agencies can direct Gypsy and Traveller households residing on unauthorised encampments. This results in further expense as agencies invest time and money in moving families around the county. There is only one privately owned transit site in Central Lincolnshire situated on its northern border. This provides limited opportunity for transit groups visiting the area to stay. Only those invited to stay by the owner are allowed to use it.
- 4.14 It was suggested that large transient groups tend to visit the main urban areas – Lincoln, Gainsborough and Sleaford – for the purpose of conducting business. Such stays are usually short due to formal action by authorities to move them on or the households choosing to move on their own accord. A number of smaller groups visit Central Lincolnshire during the spring and summer months. These groups tend to
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stay in more rural areas stationed on traditional stopping places such as green lanes, bridleways or large open verge sides.

- 4.15 The public highway network including laybys are also regularly used by groups during their travels. Similarly, it was noted that transiting households often pitch in public areas e.g. parks, sports centres etc. leading to local authorities applying for a court in order to move them on. Groups often then simply move to a neighbouring local authority where the same legal action is likely to be repeated.
- 4.16 Coastal areas experience an increase in unauthorised encampments between Easter and October. Outside this period there are not many unauthorised encampments on coastal areas except occasionally over Christmas. According to one local authority Gypsy and Traveller families tend to visit around the same time every year to meet up with relatives resident in North Lincolnshire or neighbouring areas. These are mainly families from around Manchester, East Midlands, South East, North East and southern Ireland. Most are travelling through although some are selling goods or looking for work. Travelling Showpeople mainly work at pre-arranged events such as concerts, air shows, fun fairs, etc. Regular circuses take place in Lincoln and North Kesteven. Most households travel for recreational reasons or to visit family or friends during April to September. There is a small amount of seasonal work.
- 4.17 The main reasons cited by stakeholders as to why unauthorised encampments take place include: there are too few transit sites within the county; to attend social gatherings such as weddings and funerals or cultural events; and wanting to reinforce cultural identity. There was general agreement amongst stakeholders that the number of unauthorised encampments within the county, including across Central Lincolnshire, has increased in recent years. A key factor mentioned by stakeholders is a lack of transit provision. According to one stakeholder, the number of unauthorised encampments has increased over recent years to such an extent that they have implemented a High Court injunction prohibiting further encampments.
- 4.18 A lack of transit provision means that some families situated on unauthorised encampments are continually moved on by the police within the county. One reason is that local authorities are reluctant to host new transit provision. According to the police, the number of unauthorised encampments in places such as Lincoln has increased over the last 2 years. As well as being costly, it can be difficult to deal with unauthorised encampments containing large numbers of vehicles. These usually consist of Irish Travellers passing through the study area although there is also a group of French Romany Gypsies who visit the county at least once a year. Taking court action against large unauthorised can also be expensive and take time to implement.
- 4.19 The weather may impact on the number of unauthorised encampments within the county, with numbers decreasing during periods of heavy rain or flooding, and
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increasing when there are extended warm periods. Most households stop travelling in late October and reside on sites until early April, although milder autumns or winters may extend the travelling period. There was no agreement amongst stakeholders as to whether PPTS 2015 had impacted on travelling patterns as there are many factors which may impact on them, although it may encourage households applying for planning permission to travel in order to prove Gypsy or Traveller status. It was suggested by one stakeholder that the PPTS definition discriminates against women and disabled people as they are less likely to travel.

- 4.20 Similar to new permanent residential provision, stakeholders stated that the main barriers to new transit provision are a lack of suitable sites and funding. Other factors included community objections to new sites; difficulties in knowing how such sites should be managed; reluctance and/or difficulty in securing a 5 year supply of land; the need for a realistic criteria-based policy; ignorance about the Gypsy and Traveller community and racism within some settled communities. It was suggested that Gypsy and Traveller households may prefer a good supply of permanent residential sites, as transit sites may become occupied long-term by single families.
- 4.21 Stakeholders acknowledged that transit sites can be expensive to provide and difficult to manage. Implementing a negotiated stopping policy within the study was regarded as a good alternative. This would involve local authorities permitting families located on unauthorised encampments to stay for a limited time while providing facilities such as portaloos and refuse disposal facilities. It is important for households located on unauthorised encampments to ensure that it is left in good condition. Similar to Boston Borough Council, Lincoln City Council is considering implementing legal injunctions as a means of dealing with unauthorised encampments.

Relationship between Gypsies, Travellers and the settled community

- 4.22 According to stakeholders, the relationship between Gypsies, Travellers and the settled community differs according to the type of Gypsy or Travellers residing close to the settled community. Whilst the relationship between the settled community and Travelling Showpeople is described as good, the relationship between the settled community and Gypsies and Travellers is generally uneasy. Unauthorised encampments leaving land in poor condition can further strain the relationship between Gypsies and Travellers and the settled community. It was noted that settled communities may not want new sites in sustainable locations close to built-up areas, but may also oppose new sites in less sustainable open countryside. New sites tend to be 'tolerated' rather than accepted.
- 4.23 In contrast, it was stated that whilst relations between Gypsies and Travellers may not initially be good, as relationships build, barriers gradually break down. The relationship was described as slowly improving, whilst discrimination against the
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Gypsy and Traveller community occurs. According to one stakeholder, local Gypsies and Travellers are regarded as members of the community who reside in caravans. They stated that Gypsies and Travellers who reside in bricks and mortar accommodation are indistinguishable from members of the settled community. However, public perceptions of Gypsy and Traveller households who reside on unauthorised encampments are generally negative.

- 4.24 In relation to improving the relationship between Gypsies, Travellers and the settled community, it was suggested that there needs to be better understanding between the different communities. The Gypsy and Traveller community should be encouraged to access mainstream rather than bespoke services which would help improve integration. They should also be encouraged to become involved in local community activities so that they are perceived as community assets. Conversely, Gypsy and Traveller businesses should be provided with the same type of support as businesses owned and managed by the settled community. Similarly, service providers such as health, education, police, local authorities, and the third sector should engage more with the Gypsy and Traveller community in order to increase social inclusion. However, Gypsies and Travellers residing on unauthorised encampments should be aware of the negative implications of using public spaces rather than official sites.

Access to Health/Education/Services

- 4.25 Stakeholders were asked if they were aware of any particular health, education or any other service issues experienced by the Gypsies, Travellers, and Travelling Showpeople currently based in their local area. According to stakeholders, given limitations as to where they can reside, it can be difficult for them to obtain 'in year' places at schools. This leads to having to travel to another school or children being home schooled. Parents may not have the skills to undertake the latter. Whilst the Lincolnshire Traveller Initiative provides educational support, it should not be regarded as an alternative to mainstream education.
- 4.26 In relation to health, it was noted that some Gypsies and Travellers have been unable to register temporarily with GPs, meaning that they are more likely to use A&E. It is understood that some transiting Gypsy and Traveller households have been turned away from local GPs whilst attempting to access dental treatment locally. As such, it was recommended that front-line health staff be better trained regarding how to deal with health issues amongst the Gypsy and Traveller community.
- 4.27 Also, Gypsies and Travellers could be provided with information regarding how to access health services in local areas. Also, Gypsies and Travellers, especially men, may be reluctant to speak about health issues. In response, some health agencies are giving talks to the Gypsy and Traveller community about sensitive issues such as
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mental health and cancer. It was noted that there is significant under-reporting of domestic abuse within the Gypsy and Traveller community. They may also need help regarding specific issues such as dealing with weight issues, loneliness etc. The community should be encouraged to access health screening services.

- 4.28 It was noted that the Lincolnshire Traveller Initiative is developing a range of health initiatives throughout the county including 'Well Woman' groups in Gainsborough, mental health days, and health and first aid training. It is also developing a dedicated Traveller Health website.
- 4.29 Members of the Gypsy and Traveller community are not always aware as to which local authority department or agency deals with specific issues. There needs to be consistency in terms of help and support to members of the Gypsy and Traveller community whether residing on official sites or unauthorised encampments in different parts of the county. The move to digital services means that it needs to be considered how Gypsies and Travellers can better access the internet ensuring that they have the right equipment and skills to do so.

Cooperation and joint working

- 4.30 According to stakeholders there is a need for better coordination and communication amongst Lincolnshire local authorities regarding Gypsy and Traveller issues. In particular, there needs to be better cooperation and communication on Gypsy, Traveller and Showpeople issues with countywide housing and planning groups tasked to work towards consistency between districts. Leicestershire was cited as a county where good communication and cooperation on Gypsy and Traveller issues takes place.
- 4.31 It was noted that the police already liaise with service providers such as education and public health in relation to assessing the needs of families on unauthorised encampments within the study area. Lincoln City Council liaise with neighbouring authorities regarding dealing with unauthorised encampments.
- 4.32 According to some stakeholders, there is often a lack of communication between local authorities and agencies. It would be beneficial for Gypsies and Travellers to be included more in Joint Strategic Needs Assessment (JSNA) documents. This is critical for planning and commissioning services that work to reduce health inequalities.

Summary

- 4.33 The consultation with key stakeholders offered important insights into the main issues within the study area. According to stakeholders a key issue is a lack sites or yards to either own or rent although accommodation need varies throughout the
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county. That some local authorities are unable to meet accommodation need means that Gypsies and Travellers are moving to areas with spare capacity. A lack of transit provision can lead to tensions between Gypsy and Traveller households passing through an area and the settled community. The main drivers of accommodation need were considered by to be a lack of suitable provision; new family formations; and accommodation need arising from households residing unauthorised encampments.

- 4.34 The main barriers to delivering new sites were regarded as: the limited availability of appropriate sites; the financial viability of new sites and difficulties in financing new provision; and competing and conflicting priority pressures for available sites. A key barrier noted by stakeholders is a lack of suitable land in the county. Due to local authorities not being able to identify suitable land Gypsies and Travellers are having to find their own land to develop. However, the Travelling community may not be familiar with the planning system or important factors such as how flood risk may impact on planning decisions.
- 4.35 It was agreed that there is a lack of transit facilities within the county to which agencies can direct Gypsy and Traveller households residing on unauthorised encampments. Large transient groups tend to visit the main urban areas of Lincoln, Gainsborough and Sleaford. A number of smaller groups visit Central Lincolnshire during the spring and summer months. Coastal areas experience an increase in unauthorised encampments between Easter and October. The main reasons cited by stakeholders as to why unauthorised encampments take place include: there are too few transit sites within the county; to attend social gatherings such as weddings and funerals or cultural events; and wanting to reinforce cultural identity.
- 4.36 The relationship between Gypsies, Travellers and the settled community differs according to the type of Gypsy or Travellers residing close to the settled community. Whilst relations between Gypsies and Travellers may not initially be good, as relationships build, barriers gradually break down. There needs to be better understanding between the different communities. Service providers such as health, education, police, local authorities, and the third sector should engage more with the Gypsy and Traveller community in order to increase social inclusion.
- 4.37 It can be difficult for Gypsies and Travellers to access health and education services. Some Gypsies and Travellers have been unable to register temporarily with GPs, meaning that they are more likely to use A&E. Front-line staff need to be better trained regarding how to deal with health issues amongst the Gypsy and Traveller community. The Lincolnshire Traveller Initiative is developing a range of health initiatives throughout the county including 'Well Woman' groups in Gainsborough, mental health days, and health and first aid training. It is also developing a dedicated Traveller Health website.
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- 4.38 Finally, there is a need for better coordination and communication amongst Lincolnshire local authorities regarding Gypsy and Traveller issues. In particular, there needs to be better cooperation and communication on Gypsy, Traveller and Showpeople issues with countywide housing and planning groups tasked to work towards consistency between districts.

5. Gypsies and Travellers Consultation

Introduction

- 5.1 This chapter provides a snapshot of households residing in the study area at the time of the survey and an analysis of accommodation need for current and future pitches across the Central Lincolnshire local authorities. In doing so, it examines the key findings derived from the consultation with Gypsy and Traveller families (the accommodation needs of Travelling Showpeople are discussed in Chapter 6). The surveys were undertaken between November and December 2019.
- 5.2 As can be seen from Table 5.1 below, surveys were undertaken with 75 households including a sample of 69 households¹⁵ out of 76 occupied authorised permanent pitches (91% response rate), 4 on a transit site, and 2 on an unauthorised development.

Table 5.1 Breakdown of surveys per local authority				
	Authorised Occupied Pitches	Unauthorised Developments	Transit	Total
Lincoln	7	0	0	7
North Kesteven	22	0	0	22
West Lindsey	40	2	4	46
Total	69	2	4	75

Source: Central Lincolnshire GTAA 2020

- 5.3 Central Lincolnshire councils have planning permission for 105 pitches (76 currently occupied, 18 vacant, and 11 with planning permission that have not yet been developed). There is also planning permission for transit site on one the sites in West Lindsey (with 4 occupied at the time of the consultation). Six locations for possible unauthorised developments were visited as part of the consultation. Only one was identified as currently in use as a Gypsy and Traveller site (with 2 pitches).
- 5.4 In relation to consultation undertaken on authorised, occupied permanent pitches, the response rates are as follows:

¹⁵ The definition of 'household' is used flexibly. The survey assumes that a pitch is occupied by a single household although it acknowledges that this may also include e.g. extended family members or hidden households.

Table 5.2 GTAA Survey response rates

	Occupied Authorised Permanent Pitches	No. Surveyed	Response rate %
Lincoln	7	7	100%
North Kesteven	25	22	88%
West Lindsey	44	40	91%
Total	76	69	91%

Source: GTAA 2020

- 5.5 Occupancy levels and accommodation need regarding households residing on the 7 authorised occupied permanent pitches who were not able to be surveyed (3 in West Lindsey and 4 in North Kesteven) were confirmed from consultation with neighbouring family members and stakeholders.
- 5.6 The methods used in attempting to contact households residing in bricks and mortar accommodation included:
- Contacting key stakeholders to request help to access Gypsies and Travellers residing in bricks and mortar; and
 - Seeking information about the location of households residing in bricks and mortar accommodation through the stakeholder interviews

Population Characteristics

- 5.7 The consultation recorded 280 Gypsy and Travellers residing in the study area (25 in Lincoln, 90 in North Kesteven and 165 in West Lindsey). Interestingly, this compares with figures derived from the 2011 Census which suggests that there were 315 Gypsies and Travellers residing in the study area¹⁶ (80 Gypsies and Travellers residing in Lincoln, 74 Gypsies and Travellers residing in North Kesteven, and 161 Gypsies and Travellers residing in West Lindsey). Whilst the Census figures are likely to reflect a larger proportion of Gypsies and Travellers residing in bricks and mortar accommodation, they may not record all those residing on sites. The average size of families residing on the surveyed sites is 3.7 people compared to the 2011 UK average of 2.4 people per household (Gypsy and Traveller households tend to be larger than the settled community).
- 5.8 The majority of households were related to one another on their respective site. Most households had lived on their respective site since it was first developed and in some cases were born on the site. There are three generations of the same family residing on some sites.

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

- 5.9 Household size on each pitch varied between 1 person and 8 persons. In relation to age, 175 household members were adults and 105 of household members were aged 18 years or under.
- 5.10 Most Gypsies and Travellers residing on sites in the study area described themselves as Romany Gypsies. 73 pitches were occupied by Romany Gypsy households, compared with 9 Irish Travellers. There was one household with a non-Gypsy or Traveller, married to a Romany Gypsy. There are some differences regarding tenure with 7 of the 26 local authority occupied pitches describing themselves as Irish Travellers compared with only 2 respondents residing on private sites.

Residency characteristics

- 5.11 The following describes the residency characteristics of 82 households gained from the household survey (75 households) and consultation with related family members and stakeholders (7 households residing on authorised pitches but unavailable to complete the surveys at the time of the consultation). 50 households reside on private pitches (either owned, belonging to another family member, or renting privately) whilst 26 occupy local authority managed pitches out of 40 (13 vacant and 1 potential at the time of the survey). There were also 4 on a transit site and 2 on an unauthorised development.
- 5.12 Reflecting longevity of tenure, 85% of the households had lived on their respective pitches for more than 5 years. In some cases, residents were born on their respective site. The commitment of families to remaining on existing sites is reflected in the fact that all wanted to stay residing together on their respective site and 95% stated that they did not intend to move in the future. The remaining 5% were not sure, but stated that they were unlikely to move as it is important for them to reside close to family.

Satisfaction

- 5.13 Some households residing on privately owned sites were keen to make further improvements to the sites but were limited as to what they could do due to financial restraints or planning constraints. Whilst acknowledging previous improvements to sites, households residing on local authority sites commented on the need for further improvements to pitches and utility blocks. Although households recognised the impact of financial constraints on the ability of local authorities to improve sites, they hoped that these would take place nonetheless. Some suggested that local authorities could use the skills of site occupants to help improve them, or for local authorities to provide materials for households to undertake improvements. Both options would lead to reduced costs.
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- 5.14 Households residing on both the local authority and private sites stated that they felt safe due to the mutual support of neighbours, families and friends. They all commented on the advantages and importance of residing close to family and friends.
- 5.15 Surveyed households residing on both local authority and private sites were concerned about the high cost of electricity and gas, and difficulties in obtaining insurance. Households stated that once insurance companies are aware that they reside on Gypsy and Traveller sites, they either refuse to insure the household or increase the price of premiums.

Services and health

- 5.16 All surveyed households stated that they had experienced discrimination due to their cultural identity. They also stated that they had considered it necessary, on occasion, to hide their ethnic identity in order to access services. Some stated that it was 'part of life for us'. However, few households stated that they had experienced discrimination and reported it to the relevant authorities. The main reasons for not reporting it included wanting to ignore it or believing that reporting incidences to authorities would be ineffective.
- 5.17 In relation to accessing health services, all surveyed households were registered with a local General Practice. Health issues reported included: problems due to old age, mental health issues, long-term illness, high blood pressure, asthma and chest complaints, and physical disability. Compared with the settled community, the health status of Gypsies and Travellers tends to be poorer than the general population¹⁷.

Education and employment

- 5.18 Reflecting the number of young people residing in surveyed households, 49 contained school-age children. Education was regarded by households as important. Some respondents commented on how it was important for children and grandchildren to receive an education as they did not have the same opportunity. Some families with pre-school children recognised the importance of early education and planned to send children to a nursery once old enough. In relation to children of school age, most, if not all, primary aged children were receiving school education.
- 5.19 The two local authority sites (in Lincoln and West Lindsey), and a large private site in North Kesteven, all receive educational support from the Lincolnshire Traveller Initiative. As well as school aged children, they also provide educational support to

¹⁷ Cemlyn, Sarah, Greenfields, Margaret, Burnett, Sally, Matthews, Zoe and Whitwell, Chris (2009) *Inequalities Experience by Gypsy and Traveller Communities: A Review*, Equality and Human Rights Commission, London.

households with pre-school children and post-school age, including adults with educational support needs.

- 5.20 Surveyed households commented on how traditional employment opportunities for Gypsies and Travellers are now less available and this is why education is becoming more important. According to surveyed households, although Gypsy and Traveller children have not traditionally done so, more families are ensuring that children gain qualifications either by attending secondary school, college, university or undertaking home tutoring. Some families spoke about how well their children were doing in terms of education and how well their grown-up children were doing in term of careers.
- 5.21 Employment status varied with the main earner in most households being self-employed, followed by unemployed, housewives and retired household members. Careers included landscaping, retail, building and construction work, health and beauty, and health care. Survey respondents spoke about how Gypsies and Travellers travel less for work purposes these days. In the past, some travelled extensively in caravans away from pitches in order to find work. Over recent years they are more likely to gain local employment. They also spoke about not divulging that they are Gypsies or Travellers, because they felt that if people knew that would be unable to obtain work.

Travelling

- 5.22 Whilst all households spoke about continuing a nomadic habit of life in order to maintain their culture or ethnic identity, this GTAA provides two needs figures: first, a need figure based on ethnic identity and a second figure based on the PPTS (August 2015) definition which excludes households who meet the ethnic identity but have permanently ceased to travel in a caravan.
- 5.23 For planning purposes, the revised PPTS (August 2015) definition only includes the accommodation needs of families who have not permanently ceased to travel. Households who had stopped travelling did so due to health issues, old age or being unable to travel. Gypsies and Travellers struggled with the concept of not being regarded as a Gypsy or Traveller simply because they were not travelling in their caravans, particularly when they lived in their caravans and continued to follow the cultural customs of being a Gypsy or Traveller.
- 5.24 In relation to travelling for work purposes, only 9 households with accommodation need spoke about needing to travel a distance in their caravans for work, as most were able to gain sufficient work within commutable distance or their work did not entail travelling. Some Gypsies and Travellers spoke about moving away from the more traditional Gypsy and Traveller work and more into the type of work that can be carried out locally. When possible, such households combine travelling and working.
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Households spoke about how more Gypsies and Travellers were gaining regular full-time and part-time employment locally, and those who were self-employed were also managing to gain sufficient work locally. They questioned why being employed locally meant that they might not be regarded as a Gypsy or Traveller when applying for planning permission for a pitch.

Accommodation need

- 5.25 All surveyed households stated that there is a need for more permanent sites in Central Lincolnshire and transit provision for households who visit or travel through the area. They spoke about being aware of Gypsies and Travellers residing in bricks and mortar accommodation in the area who are in need of pitches. They stated that such households are only residing in housing due to a lack of permanent pitch provision. Some surveyed households commented on how older children often have to stay with families longer due to lack of available pitches and the high cost of pitches or alternative accommodation.
- 5.26 Some households on pitches had three generations living together comfortably and did not require additional pitches. Due to the size and layout of their pitches they were not overcrowded, had sufficient number of caravans (with permission) and wanted to stay together. However, some multi-generational households were overcrowded and in need of additional pitches.
- 5.27 Households stated that whilst there is need for additional pitch provision in the local area, not all sites have the capacity to expand, particularly the local authority sites. However, some privately owned family sites and a private rental site have capacity to expand to meet the accommodation needs of family members.
- 5.28 From consultation with households it was determined that small family sites are ideal. However, respondents stated that there needs to be sufficient space on sites to enable family and friends to visit. Whilst recognising the benefits of existing transit provision they also stated that negotiated stopping agreements can often be preferable to permanent transit sites.
- 5.29 Two issues mentioned by families were difficulties in obtaining planning permission for new sites and preconceptions by the settled community about such applications. They spoke about how they feel safer on family sites which are also easier to manage and maintain. They commented on how smaller sites tend to be more accepted by the local settled community and lead to better integration.
- 5.30 The households residing on permanent sites enjoy residing together as a community, know one another well, and are mutually supportive. They stated that this type of support is not possible for Gypsies and Travellers who reside in housing.
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- 5.31 The survey determined the number of households containing people who may require separate accommodation within the next 5 years. This included data gathered regarding the 7 households who did not complete the survey but where sufficient data was gathered from consultation with family members and with key stakeholders in order to confirm if they had any accommodation need beyond existing pitch provision.

Requirement for residential pitches 2019-2024¹⁸

- 5.32 The need for residential pitches in Central Lincolnshire is assessed according to a 15-step process, based on the model suggested in DCLG (2007) guidance and supplemented by data derived from the survey. The results of this are shown in Table 5.3 below, while the subsequent section contains explanations of the sourcing and calculation of figures for each step.
- 5.33 This GTAA provides two accommodation needs figures: first, based on ethnic identity ('Ethnic' column); and second, based on PPTS 2015 ('PPTS' column). The 'Ethnic' column contains the accommodation needs of all households identified as Gypsies and Travellers, whilst the PPTS column only includes the accommodation needs of households who meet the PPTS 2015 definition i.e. have not permanently ceased to travel.

¹⁸ Please note that due to rounding column totals may differ slightly from row totals

Table 5.3 Estimate of the need for permanent residential site pitches 2019-2024

	Ethnic	PPTS
1) Current occupied permanent residential site pitches	76	76
Current residential supply		
2) Number of unused residential pitches available	18	18
3) Number of existing pitches expected to become vacant through mortality	2	2
4) Net number of family units on sites expected to leave the area in next 5 years	0	0
5) Number of family units on sites expected to move into housing in next 5 years	0	0
6) Residential pitches planned to be built or to be brought back into use	11	11
7) Less pitches with temporary planning permission	0	0
Total Supply	31	31
Current residential need: Pitches		
8) Family units (on pitches) seeking residential pitches in the area, excluding those counted as moving due to overcrowding in step 12	0	0
9) Family units on transit pitches requiring residential pitches in the area	0	0
10) Family units on unauthorised encampments requiring residential pitches	0	0
11) Family units on unauthorised developments requiring residential pitches	2	2
12) Family units currently overcrowded (or hidden family members) on pitches seeking residential pitches in the area, excluding those containing emerging family unit in step 8	4	2
13) Net new family units expected to arrive from elsewhere	0	0
14) New family formations expected to arise from within existing family units	19	16
15) Family units in housing but with a psychological aversion to housed accommodation	11	7
Total Need	36	27
Balance of Need and Supply		
Total Additional Pitch Requirement	5	-4
Annualised Additional Pitch Requirement	1	0

Source: GTAA 2020

Requirement for residential pitches 2019-2024: steps of the calculation

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

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

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

Supply of pitches 2019-2024

- 5.36 Supply steps (steps 1 to 7) are the same irrespective of which definition of accommodation need used.

Step 1: Current occupied permanent site pitches

- 5.37 Based on information provided by the councils and corroborated by site visits and household surveys, there are currently 76 occupied authorised Gypsy and Traveller pitches in the study area.

Step 2: Number of unused residential pitches available

- 5.38 There are currently 18 vacant pitches (12 on a local authority site in Lincoln, 4 on a private site in North Kesteven, and 1 on local authority site and 1 on a private site in West Lindsey).

Step 3: Number of existing pitches expected to become vacant 2019-2024

- 5.39 This is calculated using mortality rates as applied in conventional Housing Needs Assessments. However, the figures for mortality have been increased in accordance with studies of Gypsy and Traveller communities suggesting a life expectancy approximately 10 years lower than that of the general population.¹⁹ This results in the supply of 2 pitches.

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

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

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

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

¹⁹ E.g. L. Crout, *Traveller health care project: Facilitating access to the NHS*, Walsall Health Authority, 1987. NB: For Travelling Showpeople, the standard mortality rate is used.

Step 6: Residential pitches planned to be built or brought back into use, 2019-2024

- 5.42 This is determined by local authority data and from an assessment of sites during visits. Such pitches are referred to as 'potential'. This means that the pitches have been granted planning permission but have not yet been developed. Potential pitches include those which have been partly developed or which were previously occupied but are currently not occupied and in need of redevelopment. There are 11 pitches in West Lindsey that are expected to be built or brought back into use in the study area during the period 2019-2024.

Step 7: Pitches with temporary planning permission

- 5.43 This is determined by local authority data. It is assumed that families residing on pitches whose planning permission expires within the period 2019-2024 will still require accommodation within the study area. The pitches are removed from supply rather than added to accommodation need in order to emphasise that they form part of the supply until temporary planning permission expires. However, as there are currently no pitches with temporary planning permission located in the study area this does not impact on accommodation need.

Need for pitches 2019-2024

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

Step 8: Family units on pitches seeking residential pitches in the study area 2019-2024

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

Step 9: Family units on transit pitches seeking residential pitches in the study area 2019-2024

- 5.47 This is determined by survey data. These family units reported that they required permanent pitches within the study area in the next five years. There was no need resulting from this source.
-

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

5.48 Guidance (DCLG 2007) indicates that it should be considered whether alternative accommodation is required for families residing on unauthorised encampments. Using survey data, it has been calculated how many families on unauthorised encampments want residential pitches in the study area. Please note that only Gypsies and Travellers requiring permanent accommodation within the study area have been included in this calculation – transiting Gypsies and Travellers are included in separate calculations. There were 0 households surveyed on unauthorised encampments within the study area during the survey period.

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

5.49 From consultation and data from the councils, there are 2 unauthorised developments (including those pitches regarded by the local authority as tolerated) in West Lindsey. This will result in the need of 2 residential pitches over the period 2019-2024 ('ethnic definition'), and 2 pitches ('PPTS' definition).

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

5.50 There is a need for 4 new households requiring residential pitches over the period 2019-2024 ('ethnic definition'), and 2 pitches ('PPTS' definition).

Step 13: New family units expected to arrive from elsewhere

5.51 In the absence of any data derivable from primary or secondary sources (beyond anecdotal evidence) on the moving intentions of those outside the study area moving into the area, as in the case of those moving out of the area, it is assumed that the inflow of Gypsies and Travellers into the area will be equivalent to the outflow. Together, these amount to a net inflow of 0 units in the study area.

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

5.52 The number of individuals needing to leave pitches to create new family units was estimated from survey data. Allowing for those planning to leave the area, and for estimated rates of marriages to both Gypsies and Travellers and non-Gypsies and Travellers. This will result in the formation of 19 new households requiring residential pitches over the period 2019-2024 ('ethnic definition'), and 16 pitches ('PPTS' definition).

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

- 5.53 This was determined firstly by estimating the number of houses occupied by Gypsies and Travellers using a ratio of 1:1 i.e. for every authorised pitch, there is potentially 1 household residing in bricks and mortar accommodation. This is then followed by estimating the proportion of which suffer from psychological aversion to housed accommodation (10%). Both the ratio of 1:1 and the 10% estimate are based on a combination of previous GTAA's undertaken by *RRR Consultancy Ltd* and local data and consultation with Gypsies and Travellers and with stakeholders.
- 5.54 Reports, such as Shelter (2008), have shown that at least the same number of households residing on sites live in houses, and that at least 10% of them suffer from psychological aversion and are in need of a pitch. Also, the Draft London Plan 2019, and The Traveller Movement, have stated that the accommodation needs of those residing in houses need to be taken into account when assessing Gypsy and Traveller accommodation need.
- 5.55 With the absence of primary data, the accommodation needs of those residing in houses but suffering from psychological aversion and therefore in need of a pitch, is calculated based on analysis of Census 2011 data (as discussed in previous chapters), and data gathered from consultation with stakeholders and Gypsies and Travellers on sites. Census 2011 data indicates that there are more households than those residing on sites. Data gleaned from consultation with stakeholders and Gypsies and Travellers residing on sites also provides evidence that there are families and individuals residing in housing who meet the two definitions and are in need as a result of psychological aversion.
- 5.56 As there are authorised pitches (76 occupied, 18 vacant and 11 planned to be built or to be brought back into use, this will result in the formation of 11 new households requiring residential pitches over the period 2019-2024 ('ethnic definition'), and 7 pitches ('PPTS' definition).

Balance of Need and Supply

- 5.57 From the above the Total Additional Pitch Requirement is calculated by deducting the supply from the need.
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Table 5.4: Summary of Gypsy and Traveller pitch needs 2019-24

	Ethnic	PPTS
Supply	31	31
Need	36	27
Difference	5	-4

Source: GTAA 2020

Requirement for residential pitches 2019-2024 per authority

5.58 The following breaks down the supply and need for each of the three local authorities which form Central Lincolnshire Planning Authority.

Lincoln City Council

Table 5.5 Estimate of the need for permanent residential site pitches 2019-2024

	Ethnic	PPTS
1) Current occupied permanent residential site pitches	7	7
<i>Current residential supply</i>		
2) Number of unused residential pitches available	12	12
3) Number of existing pitches expected to become vacant through mortality	1	1
4) Net number of family units on sites expected to leave the area	0	0
5) Number of family units on sites expected to move into housing	0	0
6) Residential pitches planned to be built or to be brought back into use	0	0
7) Less pitches with temporary planning permission	0	0
Total Supply	12	12
<i>Current residential need</i>		
8) Family units (on pitches) seeking residential pitches	0	0
9) Family units on transit pitches requiring residential pitches in the area	0	0
10) Family units on unauthorised encampments requiring residential pitches	0	0
11) Family units on unauthorised developments requiring residential pitches	0	0
12) Family units currently overcrowded	0	0
13) Net new family units expected to arrive from elsewhere	0	0
14) New family formations expected to arise from within existing family units	3	2
15) Psychological aversion to housed accommodation	2	1
Total Need	5	3
<i>Balance of Need and Supply</i>		
Total Additional Pitch Requirement	-7	-9
Annualised Additional Pitch Requirement	0	0

Source: GTAA 2020

North Kesteven District Council

Table 5.6 Estimate of the need for permanent residential site pitches 2019-2024		
	Ethnic	PPTS
1) Current occupied permanent residential site pitches	25	25
<i>Current residential supply</i>		
2) Number of unused residential pitches available	4	4
3) Number of existing pitches expected to become vacant through mortality	1	1
4) Net number of family units on sites expected to leave the area	0	0
5) Number of family units on sites expected to move into housing	0	0
6) Residential pitches planned to be built or to be brought back into use	0	0
7) Less pitches with temporary planning permission	0	0
Total Supply	5	5
<i>Current residential need</i>		
8) Family units (on pitches) seeking residential pitches	0	0
9) Family units on transit pitches requiring residential pitches in the area	0	0
10) Family units on unauthorised encampments requiring residential pitches	0	0
11) Family units on unauthorised developments requiring residential pitches	0	0
12) Family units currently overcrowded	0	0
13) Net new family units expected to arrive from elsewhere	0	0
14) New family formations expected to arise from within existing family units	4	3
15) Psychological aversion to housed accommodation	3	2
Total Need	7	5
<i>Balance of Need and Supply</i>		
Total Additional Pitch Requirement	2	0
Annualised Additional Pitch Requirement	1	0

Source: GTAA 2020

West Lindsey District Council

Table 5.7 Estimate of the need for permanent residential site pitches 2019-2024

	Ethnic	PPTS
1) Current occupied permanent residential site pitches	44	44
<i>Current residential supply</i>		
2) Number of unused residential pitches available	2	2
3) Number of existing pitches expected to become vacant through mortality	1	1
4) Net number of family units on sites expected to leave the area	0	0
5) Number of family units on sites expected to move into housing	0	0
6) Residential pitches planned to be built or to be brought back into use	11	11
7) Less pitches with temporary planning permission	0	0
Total Supply	14	14
<i>Current residential need</i>		
8) Family units (on pitches) seeking residential pitches	0	0
9) Family units on transit pitches requiring residential pitches in the area	0	0
10) Family units on unauthorised encampments requiring residential pitches	0	0
11) Family units on unauthorised developments requiring residential pitches	2	2
12) Family units currently overcrowded	4	2
13) Net new family units expected to arrive from elsewhere	0	0
14) New family formations expected to arise from within existing family units	12	11
15) Psychological aversion to housed accommodation	6	4
Total Need	24	19
<i>Balance of Need and Supply</i>		
Total Additional Pitch Requirement	10	5
Annualised Additional Pitch Requirement	2	1

Source: GTAA 2020

Requirement for residential pitches 2024-2040

5.59 Considering future accommodation need it assumed that those families with need stemming from psychological aversion to residing in houses, overcrowding, unauthorised developments and encampments will move onto sites within a 5-year period. As such, only natural population increase (same as step 15 above), mortality, and movement into and out of the study area accommodation need be considered. The base figures regarding the number of pitches on sites at the end of the first 5-year period are shown in Table 5.8 below. Please note that the 2019 base figures include both authorised occupied and vacant pitches, whilst the 2024 base figures assume that any potential pitches have been developed.

5.60 2024 pitch base figures are determined by a number of factors including:

- the number of occupied pitches in 2019 (as determined by the household survey)
- the number of vacant pitches in 2019 (as determined by the household survey)

- the number of potential pitches (as determined by local authority data)
- accommodation need for the period 2019-2024 (as determined by the GTAA)

5.61 In relation to the accommodation needs based on the ethnic identity definition, the 2024 base data is determined by:

- Occupied pitches in 2019 (76) + vacant pitches (18) + potential pitches (11) + additional needs 2019-2024 (5) = 110 pitches.

5.62 It is assumed that by 2024 vacant pitches will be occupied, potential pitches will have been developed and occupied, and any additional need has been met by new supply.

Table 5.8 Base figures for pitches as at 2024 assuming all need is met for 2019-2024

	2019 Base	Vacant	Potentials 2019-24	Need 2019-24	2024 Base
Ethnic	76	18	11	5	110
PPTS	76	18	11	-4	101

Source: GTAA 2020

5.63 In March 2014 Brandon Lewis (Parliamentary Under Secretary of State within the Department for Communities and Local Government) confirmed that the 3% household growth rate for Gypsy and Traveller households does not represent national planning policy. Alternatively, it is suggested that an annual household growth rate of between 1.5% to 2.5% is more appropriate.

5.64 In relation to this accommodation assessment, analysis of the current population indicates that an annual household growth rate of 2.37% per annum (compound) equating to a 5-year rate of 12.4% is more appropriate. This is based on an analysis of various factors derived from the surveys including current population numbers, the average number of children per household, and marriage rates. It is assumed that these rates are likely to continue during the period 2024-2040.

5.65 The following tables show the accommodation need for Central Lincolnshire for the periods 2024-2029, 2029-2034, and 2034-2040²⁰.

²⁰ Please note that 2034-2040 is a 6-year rather than 5-year period – the needs figures have been adjusted accordingly.

Table 5.9 Estimate of the need for residential pitches 2024-2029

Table 5.9 Estimate of the need for residential pitches 2024-2029		
<i>Pitches as at 2024-2029</i>		
	Ethnic	PPTS
1) Estimated pitches occupied by Gypsies and Travellers	110	101
<i>Supply of pitches</i>		
2) Pitches expected to become vacant due to mortality	3	3
3) Number of family units on pitches expected to move out of the study area	0	0
Total Supply	3	3
<i>Need for pitches</i>		
4) Family units moving into the study area (100% of outflow)	0	0
5) Newly forming family units	13	13
Total Need	13	13
<i>Additional Need</i>		
Total additional pitch requirement	10	10
Annualised additional pitch requirement	2	2

Source: GTAA 2020

Table 5.10 Estimate of the need for residential pitches 2029-2034

Table 5.10 Estimate of the need for residential pitches 2029-2034		
<i>Pitches as at 2029-2034</i>		
	Ethnic	PPTS
1) Estimated pitches occupied by Gypsies and Travellers	120	111
<i>Supply of pitches</i>		
2) Pitches expected to become vacant due to mortality	4	2
3) Number of family units on pitches expected to move out of the study area	0	0
Total Supply	4	2
<i>Need for pitches</i>		
4) Family units moving into the study area (100% of outflow)	0	0
5) Newly forming family units	15	13
Total Need	15	13
<i>Additional Need</i>		
Total additional pitch requirement	11	11
Annualised additional pitch requirement	2	2

Source: GTAA 2020

Table 5.11 Estimate of the need for residential pitches 2034-2040

Pitches as at 2034-2040		
	Ethnic	PPTS
1) Estimated pitches occupied by Gypsies and Travellers	131	126
<i>Supply of pitches</i>		
2) Pitches expected to become vacant due to mortality	5	4
3) Number of family units on pitches expected to move out of the study area	0	0
Total Supply	5	4
<i>Need for pitches</i>		
4) Family units moving into the study area (100% of outflow)	0	0
5) Newly forming family units	20	19
Total Need	20	19
<i>Additional Need</i>		
Total additional pitch requirement	15	15
Annualised additional pitch requirement	3	3

Source: GTAA 2020

Requirements for transit pitches / negotiated stopping arrangements

- 5.66 In relation to transit provision, it is recommended that all three Central Lincolnshire local authorities adopt a negotiated stopping policy. This involves caravans being sited at a suitable location for an agreed and limited period of time, with the provision of services such as waste disposal and toilets. Whilst it is important that all three local authorities adopt the negotiated stopping place policy, it could be implemented on an individual local authority, Central Lincolnshire, or countywide basis. The latter is preferred as it would encourage a collaborative and consistent approach to dealing with unauthorised encampments across the county.
- 5.67 The term 'negotiated stopping' is used to describe agreed short-term provision for transient Gypsies and Travellers. Caravans on negotiated stopping places are allowed to stay for an agreed amount of time. This could be on private or public land providing the encampment does not cause any danger, problems or nuisance to its occupants or local community. The arrangement is between the local authority, police, temporary residents (and landowner if situated on privately owned land).
- 5.68 The location of a negotiated stopping place could be where the transient household is located. If not appropriate, the household could be moved on to an appropriate alternative location. It is important for local authorities to respond to the temporary accommodation needs of transiting households within the local authority area rather than simply directing them to neighbouring authorities. Also, local authorities should consider allowing households visiting family or friends who reside on permanent sites in the local authority area to temporarily reside on the site for an agreed amount of time.

Summary

5.69 This chapter has provided both quantitative and qualitative data regarding key characteristics of respondent households residing on Gypsy and Traveller sites. Accommodation needs resulting from the calculations in the tables above for Central Lincolnshire and the three constituent local authorities.

Central Lincolnshire

Table 5.12: Summary of accommodation needs 2019-40 (pitches)		
Period	Ethnic definition	PPTS 2015 definition
Total 2019-24	5	-4
Total 2024-29	10	10
Total 2029-34	11	11
Total 2034-40	15	15
Total 2019-40	41	32

Source: GTAA 2020

The City of Lincoln Council

Table 5.13: Summary of accommodation needs 2019-40 (pitches)		
Period	Ethnic definition	PPTS 2015 definition
Total 2019-24	-7	-9
Total 2024-29	1	1
Total 2029-34	1	1
Total 2034-40	2	2
Total 2019-40	-3	-5

Source: GTAA 2020

North Kesteven District Council

Table 5.14: Summary of accommodation needs 2019-40 (pitches)		
Period	Ethnic definition	PPTS 2015 definition
Total 2019-24	2	0
Total 2024-29	3	3
Total 2029-34	3	3
Total 2034-40	4	4
Total 2019-40	12	10

Source: GTAA 2020

West Lindsey District Council

Table 5.15: Summary of accommodation needs 2019-40 (pitches)		
Period	Ethnic definition	PPTS 2015 definition
Total 2019-24	10	5
Total 2024-29	6	6
Total 2029-34	7	7
Total 2034-40	9	9
Total 2019-40	32	27

Source: GTAA 2020

6. Travelling Showpeople residing on yards

Introduction

- 6.1 As described in Chapter 1, this GTAA considers the accommodation needs of Travelling Showpeople. Unlike Gypsies and Travellers, Showpeople are not considered to be an ethnic minority and, as such, are not protected by the Equality Act 2010. Nonetheless, government guidance (Planning policy for traveller sites DCLG 2015) indicates that local authorities should consider the accommodation needs of Travelling Showpeople families. Given the presence of Travelling Showpeople in the Central Lincolnshire area and that they face similar accommodation issues to Gypsies and Travellers (e.g. difficulty in finding affordable land suitable for development) they have been included in this report.
- 6.2 There is one potential Travelling Showpeople yard located within the Central Lincolnshire area in West Lindsey. The yard was granted planning permission in early 2019²¹ and is in the process of being developed. The yard will be used for both storage and residing quarters all year round. Data regarding the accommodation needs of all 6 Travelling Showpeople households residing on the yard was gathered using telephone consultation.

Population Characteristics

- 6.3 The consultation indicated there are 13 Travelling Showpeople moving onto the yard. The 2011 Census does not record Travelling Showpeople as a separate ethnic category, so it is not possible to make a comparison with Census results. The household size in relation to each plot varies between 1 and 4 persons.

Residency characteristics

- 6.4 This is a family yard, with five of the plots occupied by family members and the sixth occupied by the caretaker of the yard. The family moved to the area from a neighbouring authority. They have strong ties to Lincolnshire, in terms of both work and family. Related family members reside on yards in neighbouring authorities. Family members' commitment to remaining together means that all want to stay on the yard.

²¹ See West Lindsey planning decision no.138697 dated 24/1/2019

Satisfaction

- 6.5 The Travelling Showpeople yard they previously occupied in a neighbouring authority was overcrowded for many years. 6 households needed to move and develop a separate yard as it was not possible to extend the existing yard. They spoke of the difficulties they have faced over recent years in finding appropriate land that they could develop and gain planning permission. Since gaining planning permission they have begun the process of developing the yard. They spoke positively about the good relations they have developed with the local authority council and local community.
- 6.6 The family regard the location of the new yard as suitable for their accommodation needs. It is large enough to accommodate both storage and residing quarters in relation to current and future needs as the family grows and develops.

Education and employment

- 6.7 3 of the Travelling Showpeople households contain young children. They will all be attending school (or pre-school) once they officially move onto the yard. All households regard education at all levels as very important. In terms of employment, the households identify themselves as Travelling Showpeople. They all work for the same Circus which involves national and working nationally and internationally.

Accommodation need

- 6.8 This extended family are moving from a neighbouring authority and had a need for 6 plots. By purchasing land in the West Lindsey area and gaining planning permission, their accommodation need is being addressed by the yard they are in the process of developing. They were unaware of any other Showpeople families with accommodation need in the county. However, they spoke about the national need for more Showpeople yards and suggested that councils work more closely with Travelling Showpeople families in order to help meet accommodation need.

Requirement for residential plots 2019-2024

- 6.9 The need for residential plots in the area is assessed according to a 14-step process, based on the model suggested in DCLG (2007) guidance and supplemented by data derived from the survey. The results of this are shown in Table 6.1 below, while the subsequent section contains explanations of the sourcing and calculation of figures for each step.
- 6.10 As discussed in Chapter 2, there are differing interpretations of the PPTS (August 2015) definition of Travelling Showpeople. However, as all of the households travel
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and all meet both the PPTS definition and the work interpretation, only one needs figure is provided.

Table 6.1 Estimate of the need for permanent residential plots 2019-2024	
1) Current occupied permanent residential site plots	0
<i>Current residential supply</i>	
2) Number of unused residential plots available	0
3) Number of existing plots expected to become vacant through mortality	0
4) Net number of family units on sites expected to leave the District in next 5 years	0
5) Number of family units on sites expected to move into housing in next 5 years	0
6) Residential plots planned to be built or to be brought back into use	6
7) Less plots with temporary planning permission	0
Total Supply	0
<i>Current residential need: Plots</i>	
8) Family units (on plots) seeking residential plots in the area, excluding those counted as moving due to overcrowding in step 12	0
9) Family units on transit plots requiring residential plots in the area	0
10) Family units on unauthorised encampments requiring residential plots in the area	0
11) Family units on unauthorised developments requiring residential plots in the area	0
12) Family units currently overcrowded (or hidden family members) on plots seeking residential plots in the area, excluding those containing an emerging family unit in step 8	0
13) Net new family units expected to arrive from elsewhere	6
14) New family formations expected to arise from within existing family units on sites	0
Total Need	6
<i>Balance of Need and Supply</i>	
Total Additional Plot Requirement	0
Annualised Additional Plot Requirement 2019 to 2024	0

Source: GTAA 2020

Requirement for residential plots 2019-2024: steps of the calculation

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

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

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

Supply of plots 2019-2024

Step 1: Current occupied permanent plots

- 6.13 Based on information provided by the Council and corroborated by information from plot surveys. There is currently 1 yard with planning permission for 6 plots. However, as it has not as yet been fully developed and the intended occupants have not as yet moved onto the yard, there is therefore 0 permanently occupied authorised plots.

Step 2: Number of unused residential plots available

- 6.14 As the plots are yet to be fully developed they are considered as potential rather than vacant.

Step 3: Number of existing plots expected to become vacant 2019-2024

- 6.15 This is calculated using mortality rates as applied in conventional Housing Needs Assessments. It then calculates the number of plots that would become vacant as a result of the mortality. As none of the plots are yet occupied there is 0 plots which would become vacant even if any person died within the first five years of the plan.

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

- 6.16 This was determined by survey data. It was assumed, that those currently residing on plots expecting to leave the area permanently in the next five years – out of choice (step 4) or due to overcrowding (step 12) – would generally be able to do so. Given that the plots are not currently occupied and that none of the intended households indicated they would be leaving the study area, this resulted in the supply of 0 plots.

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

- 6.17 This was determined by survey data. It was assumed that all those currently residing on plots planning to move into housing in the next five years (step 5), or preferring to move into housing from an overcrowded plot (step 12), would be able to do so.
- 6.18 As with step 5, a supply of 0 plots in the study area were expected from this source, excluding those moving out of the study area, since these are already counted in step 4.
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Step 6: Residential plots planned to be built or brought back into use, 2019-2024

- 6.19 This can include plots which have been partly developed or which were previously occupied but are now vacant and in need of redevelopment. There are 6 plots in Central Lincolnshire that are expected to be built or brought back into use during the period 2019-2024. It is evident from a yard visit and consultation with the yard owners that it is in the process of being developed and will be occupied in the near future.

Step 7: Plots with temporary planning permission

- 6.20 This is determined by local authority data. It is assumed families residing on plots whose planning permission expires within the period 2019-2024 will still require accommodation within the study area. There are currently 0 plots with temporary planning permission located in the area.

Need for plots 2019-2024

Step 8: Family units on plots seeking residential plots in the study area 2019-2024

- 6.21 This was determined by survey data. These family units reported that they 'needed or were likely' to move to a different home in the next five years, and wanted to stay on an authorised plot, or that they were currently seeking accommodation.
- 6.22 This category of accommodation need overlaps with those moving due to overcrowding, counted in step 12, In order to avoid double-counting family units which both are overcrowded and seeking accommodation are counted only once. This generates a total need of 0 plots in the study area.

Step 9: Family units on transit plots seeking residential plots in the study area 2019-2024

- 6.23 This generates a total accommodation need of 0 plots as there is no transit yard in the study area.

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

- 6.24 There were 0 households residing on unauthorised encampments interviewed during the survey period, so there is an accommodation need of 0 plots arising from this source.
-

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

- 6.25 There are no unauthorised plots in Central Lincolnshire and therefore there is an accommodation need of 0 plots.

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

- 6.26 Overcrowding on a Travelling Showpeople plot may differ to that on Gypsy and Traveller pitch due to the larger need for equipment and vehicle storage. Showpeople require more space for their equipment and vehicles as well as enough space for accommodation such as caravans (static and tourers). The space on the yard currently being developed is sufficient to meet at least accommodation needs for the next 5 years.

Step 13: New family units expected to arrive from elsewhere

- 6.27 The extended Travelling Showpeople family consisting of 6 related households is moving into Central Lincolnshire from a neighbouring authority. As such, there is a need of 6 plots deriving from this source.

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

- 6.28 As there are none of the plots are as yet developed, there is 0 accommodation need from new family formations. Also, from consultation with the owners of the yard, it is clear that there is no unforeseen need arising from new family formation within the next 5 years.

Balance of Need and Supply

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

Table 6.2: Summary of Travelling Showpeople plot needs 2019-24	
Supply	6
Need	6
Difference	0

Source: GTAA 2020

Requirement for residential plots 2024-2040

- 6.30 Considering future accommodation need, only natural population increase, mortality, and movement into and out of the District accommodation need be considered. The base figures regarding the number of plots on sites at the end of the first 5-year

period are shown in Table 6.3 below. Please note that the 2019 base figures include both authorised occupied and vacant plots, whilst the 2024 base figures assume that any potential plots have been developed.

- 6.31 In March 2014 Brandon Lewis (Parliamentary Under Secretary of State within the Department for Communities and Local Government) confirmed that the 3% household growth rate does not represent national planning policy. Alternatively, it is suggested that an annual household growth rate of between 1.5% to 2.5% is more appropriate.
- 6.32 In relation to this accommodation assessment, analysis of the current population indicates that an annual household growth rate of 1.04 % per annum (compound) equating to a 5-year rate of 5.3% is more appropriate. This is based on an analysis of various factors derived from the surveys including current population numbers, the average number of children per household, and marriage rates. It is assumed that these rates are likely to continue during the period 2029-2040. The following tables show the accommodation need for the periods 2024-2029, 2029-2034, and 2034-2040²².

²² Please note that 2034-2040 is a 6-year rather than 5-year period – the needs figures have been adjusted accordingly.

Table 6.3 Estimate of the need for residential plots 2024-2029	
<i>Plots</i>	
1) Estimated plots occupied by Travelling Showpeople	6
<i>Supply of plots</i>	
2) Plots expected to become vacant due to mortality	0
3) Number of family units on plots expected to move out of the District	0
Total Supply	0
<i>Need for plots</i>	
4) Family units moving into the District (100% of outflow)	0
5) Newly forming family units	0
Total Need	0
<i>Additional Need</i>	
Total additional plot requirement	0
Annualised additional plot requirement	0

Source: GTAA 2020

Table 6.4 Estimate of the need for residential plots 2029-2034	
<i>Plots</i>	
1) Estimated plots occupied by Travelling Showpeople	6
<i>Supply of plots</i>	
2) Plots expected to become vacant due to mortality	0
3) Number of family units on plots expected to move out of the District	0
Total Supply	0
<i>Need for plots</i>	
4) Family units moving into the District (100% of outflow)	0
5) Newly forming family units	0
Total Need	0
<i>Additional Need</i>	
Total additional plot requirement	0
Annualised additional plot requirement	0

Source: GTAA 2020

Table 6.5 Estimate of the need for residential plots 2034-2040	
<i>Plots</i>	
1) Estimated plots occupied by Travelling Showpeople	6
<i>Supply of plots</i>	
2) Plots expected to become vacant due to mortality	0
3) Number of family units on plots expected to move out of the District	0
Total Supply	0
<i>Need for plots</i>	
4) Family units moving into the District (100% of outflow)	0
5) Newly forming family units	0
Total Need	0
<i>Additional Need</i>	
Total additional plot requirement	0
Annualised additional plot requirement	0

Source: GTAA 2020

Summary

- 6.33 This chapter has provided both quantitative and qualitative data regarding key characteristics of respondent households residing on Travelling Showpeople plots. Council data recorded planning permission for a yard with 6 plots, and the consultation recorded 6 households who are in the process of developing the said yard and will be occupying the yards in the near future.
- 6.34 Accommodation need resulting from the calculations in the tables above are as follows:

Table 6.6: Summary of Travelling Showpeople accommodation needs 2019-40 (plots)

Total 2019-24	0
Total 2024-29	0
Total 2029-34	0
Total 2035-40	0
Total 2019-40	0

Source: GTAA 2020

7. Conclusion and Recommendations

- 7.1 This final chapter draws conclusions from the evidence. It then makes a series of recommendations relating to meeting the identified accommodation need for new pitches.

Accommodation need

- 7.2 This assessment provides two accommodation needs figures: first, one based on ethnic identity and a second based on the PPTS 2015 definition i.e. the accommodation needs of families who have *not* permanently ceased to travel. The following tables provide a summary of accommodation needs in Central Lincolnshire for the period 2019 to 2040. Table 7.1 summarises the combined accommodation need for the three Central Lincolnshire local authorities, whilst Tables 7.2 to 7.4 summarise the accommodation needs of each local authority. Table 7.5 summarises the accommodation need for Travelling Showpeople across Central Lincolnshire over the period 2019-2040.
- 7.3 The PPTS 2015 definition of Gypsy and Traveller households constitutes government policy. However, the ethnic approach to determining the accommodation needs of Gypsies and Travellers is similar to that used by Lincolnshire County Council to allocate social rented pitches i.e. travelling does not form any part of the allocation criteria. As such, this GTAA provides two accommodation needs figures: one based on ethnic identification of Gypsy and Traveller households; and a second based only on households who meet the PPTS 2015 definition i.e. who have not permanently ceased to travel.
- 7.4 It is recommended that the Central Lincolnshire councils adopt the PPTS 2015 accommodation needs figures i.e. 32 additional pitches over the period of 2019 to 2040. Once the need determined by PPTS 2015 has been met, the Central Lincolnshire local authorities could consider adopting the accommodation needs figures as determined by the ethnic definition to inform part of Central Lincolnshire councils' consideration of windfall applications. i.e. 41 additional pitches over the period of 2019 to 2040 – a difference of 9 pitches over the 20 year period. It is important to note that this only refers to pitches for Gypsies and Travellers and not plots for Travelling Showpeople.
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Central Lincolnshire

Table 7.1: Summary of accommodation needs 2019-40 (pitches)

Period	Ethnic definition	PPTS 2015 definition
Total 2019-24	5	-4
Total 2024-29	10	10
Total 2029-34	11	11
Total 2034-40	15	15
Total 2019-40	41	32

Source: GTAA 2020

The City of Lincoln Council

Table 7.2: Summary of accommodation needs 2019-40 (pitches)

Period	Ethnic definition	PPTS 2015 definition
Total 2019-24	-7	-9
Total 2024-29	1	1
Total 2029-34	1	1
Total 2034-40	2	2
Total 2019-40	-3	-5

Source: GTAA 2020

North Kesteven District Council

Table 7.3: Summary of accommodation needs 2019-40 (pitches)

Period	Ethnic definition	PPTS 2015 definition
Total 2019-24	2	0
Total 2024-29	3	3
Total 2029-34	3	3
Total 2034-40	4	4
Total 2019-40	12	10

Source: GTAA 2020

West Lindsey District Council

Table 7.4: Summary of accommodation needs 2019-40 (pitches)

Period	Ethnic definition	PPTS 2015 definition
Total 2019-24	10	5
Total 2024-29	6	6
Total 2029-34	7	7
Total 2034-40	9	9
Total 2019-40	32	27

Source: GTAA 2020

Central Lincolnshire

Table 7.5: Summary of Travelling Showpeople accommodation needs 2019-40 (plots)	
Period	Travelling Showpeople Need
Total 2019-24	0
Total 2024-29	0
Total 2029-34	0
Total 2035-40	0
Total 2019-40	0

Source: GTAA 2020

Facilitating new provision

- 7.5 A key issue remains the facilitation of new sites. Most provision within the study area consists of 50 occupied private pitches (5 vacant pitches) and 26 social rented pitches (13 vacant pitches). There are also 11 potential pitches (including 1 on social rented site. Potential equates to pitches with planning permission but which have not yet been developed. Most households stated that they preferred small family sites.
- 7.6 Nationally, it is difficult to determine the extent to which new sites provided in the last 10 years are privately or publically owned as there are no national records. The July 2019 MHCLG Count shows that around a third of Gypsy and Traveller caravans were residing on social rented sites, whilst the remaining two thirds were residing on privately owned sites. Interestingly, this compares with the January 2010 DCLG Count which indicated that just under half of Gypsy and Traveller caravans were residing on social rented sites, whilst the remaining half were residing on privately owned sites. This suggests that the provision of new social rented pitches has not kept pace with demand and/or that Gypsy and Traveller households prefer to reside on privately owned sites.
- 7.7 Although the Homes and Communities Agency (HCA) (now 'Homes England') allocated £11.5m for the provision of new and improved sites within the 'Midlands' area for the period 2011-15, none of this funding was allocated to the study area. Also, the HCA's 2015-18 Affordable Homes Programme (AHP) which included funds for new sites or pitches is now closed.
- 7.8 As with other accommodation needs assessments undertaken by *RRR Consultancy Ltd*, this assessment concludes that most Gypsy and Traveller families would prefer to reside on privately-owned family-sized sites, and that those who are unable to purchase land would still prefer to live on small sites.
- 7.9 The difference between potential local public and private provision is due to several factors. One factor is that, as acknowledged by stakeholders (see Chapter 4), the development process including the acquisition of land may be too expensive for

many Gypsy and Traveller families, and the perceived complexity of the planning process can also be a potential barrier.

- 7.10 The local authorities could consider helping to meet the accommodation needs of households unable to afford to own a site by renting or leasing small parcels of local authority owned land to them and assisting with planning applications and some elements of site development (e.g. assisting with ensuring that the site has access to basics, such as water and sewage supply). Occupying families could develop their respective site (in accordance with council planning conditions) and be granted the option to purchase the site at a later date.
- 7.11 The local authorities could also consider sites developed on a cooperative basis, shared ownership, or small sites owned by a local authority, but rented to an extended Gypsy or Traveller family for their own use. These options might involve the families carrying out physical development of the site (self-build) with the land owner providing the land on affordable terms. Local councils might develop such initiatives or in partnership with Registered Providers. Local authorities could jointly examine their Strategic Housing Land Availability Assessments (SHLAAs) or Housing and Economic Land Availability Assessments (HELAAAs) to identify suitable locations.
- 7.12 As some accommodation need stems from psychological aversion to residing in bricks and mortar, the councils should also consider reviewing allocations of Gypsies and Travellers into housing. Whilst looking into additional pitches (either through private or local authority provision), the councils and other organisations need to review the type of housing and the needs of those residing in bricks and mortar in order to minimise the psychological aversion and isolation.

The location of new provision in Central Lincolnshire

- 7.13 A high proportion of the accommodation need stems from a combination of households with children needing separate accommodation within the next 5 years. As well as new sites, some of this accommodation need could be met by the expansion of some of the private sites although it is recognised that new sites will also be required and rental pitches (either through private or social rental sites).
 - 7.14 Stakeholder and Gypsy and Traveller household comments suggested that smaller sites are preferred by Gypsy and Traveller households due to better management and maintenance of sites and feeling safer. Ongoing monitoring of site provision and vacant provisions should be undertaken by the local authorities. The precise location (along with design and facilities) will, however, need to be drawn up in consultation with Gypsies and Travellers to ensure that extra provision meet their accommodation needs.
-

7.15 Ensuring that new sites are located in a safe environment is important although the impact of land costs on determining feasibility must also be considered. The settled community neighbouring the sites should also be involved in the consultation from an early stage. There may be scope for expanding existing sites to meet some arising accommodation need. However, in relation to Gypsies and Travellers, the preference is for smaller sites which tend to be easier to manage. Whilst considering intensifying or expanding sites, it is important to consider the possible constraints linked to planning constraints. Also, it is important that any new provision is not located too close to existing (especially larger) sites.

7.16 In terms of identifying broad locations for new permanent sites, there are a number of factors which could be considered including:

Costs

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

Social

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

Availability

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

Deliverability

- Does the proposed location meet existing general planning policy in terms of residential use, for example in relation to flooding and the historic environment?
- Can the owner sell the land easily and quickly?
- Can utilities connect to the proposed provision?
- Can a safe access be provided?

7.17 Considering the evidence gathered throughout the GTAA, it is likely that the key factors determining new provision in the study area are:

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

7.18 It is important that new provisions are located close to amenities such as shops, schools and health facilities and have good transport links. DCLG (2015) guidance suggests that local planning authorities should strictly limit new Gypsy and Traveller site development in the open countryside that is away from existing settlements or outside areas allocated in the development plan. Local planning authorities should ensure that sites in rural areas do not dominate the nearest settled community, and avoid placing an undue pressure on the local infrastructure.

7.19 It also states that when considering applications, local planning authorities should attach weight to the following matters:

- a. effective use of previously developed (brownfield), untidy or derelict land
- b. sites being well planned or soft landscaped in such a way as to positively enhance the environment and increase its openness
- c. promoting opportunities for healthy lifestyles, such as ensuring adequate landscaping and play areas for children
- d. not enclosing a site with so much hard landscaping, high walls or fences, that the impression may be given that the site and its occupants are deliberately isolated from the rest of the community

The size of new provision

7.20 DCLG (2008) guidance, although since formally cancelled, continues to provide useful guidance in relation to accommodation provision for Gypsies and Travellers. It states that there is no one-size-fits-all measurement of a pitch as, in the case of the settled community, this depends on the size of individual families and their particular needs. However, they do suggest that as a general guide, it is possible to specify that an average family pitch must be capable of accommodating an amenity building, a large trailer and touring caravan, (or two trailers, drying space for clothes, a lockable shed for bicycles, wheelchair storage etc.), parking space for two vehicles and a small garden area.

7.21 Based on previous DCLG guidance, it can be determined that a pitch of approximately 325 square metres would take into account all minimum separation distance guidance between caravans and pitch boundaries as stipulated in guidance and safety regulations for caravan development. A pitch size of at least 500 square metres (0.05ha) would comfortably accommodate the following on-pitch facilities:

- Hard standing for a touring caravan (enabling households to travel)
- Hard standing for a static caravan (including double static trailers)
- 2 car parking spaces
- 1 amenity block
- Hard standing for storage shed and drying
- Garden/amenity area

7.22 If granting permission on an open-plan basis, permission should be given on a pitch-by-pitch equivalent basis to the above. For example, a site which has enough space to accommodate a chalet structure, 2 touring caravans and 2 static caravans along with 4 parking spaces, 2 blocks etc., could be counted as 2 pitches even if the owners of the site do not plan to have physical divides (such a fencing or walls) between pitches and would prefer an open-plan approach. However, this would need to be recorded for future monitoring.

Transit provision

7.23 As noted in Chapter 3, 55 unauthorised encampments took place in Central Lincolnshire during the 4-year period 2016/17-2019/20 with 12 taking place in 2016/17, 17 in 2017/18, 14 in 2018/19, and 12 in 2019/20 (up to December 2019). There is currently one transit site containing 4 pitches located in West Lindsey. In addition to this site, we recommend that the local authorities develop a working county-wide protocol for managing unauthorised encampments in the form of negotiated and tolerated stopping places. This would lead to fewer unauthorised encampments which adversely impact on the local community.

7.24 In relation to transit provision, it is recommended that all three Central Lincolnshire local authorities adopt a negotiated stopping policy. This involves caravans being sited at a suitable location for an agreed and limited period of time, with the provision of services such as waste disposal and toilets. Whilst it is important that all three local authorities adopt the negotiated stopping place policy, it could be implemented on an individual local authority, Central Lincolnshire, or countywide basis.

Summary

7.25 There is an overall accommodation need in the local authority area over the period 2019-2040 for 41 additional pitches (ethnic definition), and 32 pitches (PPTS 2015 definition). The difference between the PPTS need and that based on ethnicity is 9

pitches (i.e. $41 - 32 = 9$). The accommodation needs of Travelling Showpeople are in the process of being addressed by 6 plots which were granted planning permission by West Lindsey District Council in 2019. It is recommended that the Central Lincolnshire councils adopt a negotiated and tolerated stopping places policy to deal with small scale transient encampments, and that they work with neighbouring authorities to determine the location and size of new transit provision.

- 7.26 It is recommended that the Central Lincolnshire councils adopt the PPTS 2015 accommodation needs figures. Once the PPTS 2015 need has been met, the remaining need of 9 pitches based on the ethnic definition can inform part of Central Lincolnshire councils' consideration of windfall applications.
- 7.27 As well as quantifying accommodation need, the study also makes recommendations on other key issues including:

Planning policy:

- Implement corporate policy to provide negotiated stopping arrangements to address unauthorised encampments for set periods of time at agreed locations.
- To liaise with owners of the small, privately owned sites to determine how they could expand the number of pitches to meet the family's accommodation needs.
- To consider how the accommodation needs can be met by expanding existing provision and/or providing new sites.
- To consider alternative options for developing new sites such as sites developed on a cooperative basis, shared ownership, or small sites owned by a local authority, but rented to families for their own use.
- To consider alternative site funding mechanisms such as: site acquisition funds; loans for private site provision through Community Development Financial Institutions; and joint ventures with members of the Gypsy and Traveller community.
- To consider safeguarding Gypsy, Traveller and Travelling Showpeople sites and yards with permanent planning permission for their current use unless it can be demonstrated that they are no longer needed to meet identified need.
- The population size and demographics of the Gypsy, Traveller and Travelling Showpeople communities can change rapidly. As such, their accommodation needs should be reviewed every 5 to 7 years.

Management:

- Continued monitoring of the maintenance and management of the Local Authority sites including regular maintenance and health and safety checks.
-

- Housing organisations need to review the type of housing allocated to Gypsies and Travellers residing in bricks and mortar in order to minimise the psychological aversion and feelings of isolation.
 - Develop a holistic vision for their work on Gypsies and Travellers and embed it in Community and Homelessness Strategies, Local Plans and planning and reporting obligations under the Equality Act 2010.
 - Provide regular training and workshop sessions with local authority and service provider employees (and elected members) help them to further understand the key issues facing the Gypsy and Traveller communities.
 - In liaison with relevant enforcement agencies such as the police to develop a common approach to dealing with unauthorised encampments.
 - Encourage local housing authorities to include Gypsy and Traveller categories on ethnic monitoring forms to improve data on population numbers, particularly in housing.
 - Better sharing of information between agencies which deal with the Gypsy and Traveller communities.
 - The population size and demographics of the Gypsy, Traveller and Travelling Showpeople communities can change. As such, their accommodation needs should be reviewed every 5 to 7 years.
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Glossary

Amenity block

A small permanent building on a pitch with bath/shower, WC, sink and (in some larger ones) space to eat and relax. Also known as an amenity shed or amenity block.

Authorised site

A site with planning permission for use as a Gypsy and Traveller site. It can be privately owned (often by a Gypsy or Traveller), leased or socially rented (owned by a council or registered provider).

Average

The term 'average' when used in this report is taken to be a mean value unless otherwise stated.

Bedroom standard

The bedroom standard is based on that which was used by the General Household Survey to determine the number of bedrooms required by families. For this study, a modified version of the bedroom standard was applied to Gypsies and Travellers residing on sites to take into account that caravans or mobile homes may contain both bedroom and residing spaces used for sleeping. The number of spaces for each accommodation unit is divided by two to provide an equivalent number of bedrooms. Accommodation needs were then determined by comparing the number (and age) of family members with the number of bedroom spaces available.

Bricks and mortar accommodation

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

Caravan

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

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

Concealed household

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

Doubling up

More than one family unit sharing a single pitch.

Emergency stopping places

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

Family Owner Occupied Gypsy Site

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

Family unit

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

Gypsy

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

Gypsy and Traveller

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

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

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

- a) whether they previously led a nomadic habit of life
 - b) the reasons for ceasing their nomadic habit of life
-

c) whether there is an intention of residing a nomadic habit of life in the future, and if so, how soon and in what circumstances.

Household

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

Irish Traveller

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

Local Authority Sites

The majority of local authority sites are designed for permanent residential use. The latest published Traveller Caravan Count undertaken in January 2017 suggests that there are a total of 5,850 permanent local authority and private registered provider pitches capable of housing 9,557 caravans.

Local Development Documents (LDD)

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

Negotiated Stopping

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

Net need

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

New Traveller (formerly 'New Age Traveller')

Members of the settled community who have chosen a nomadic or semi-nomadic lifestyle. The first wave of New Travellers began in the 1970s and were associated with youth culture and 'new age' ideals. They now comprise a diverse range of people who seek an alternative

lifestyle for differing reasons including personal or political convictions. Economic activities include making hand-made goods that are sold at fairs.

Newly forming families

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

Overcrowding

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

Permanent residential site

A site intended for long-stay use by residents. They have no maximum length of stay but often constraints on travelling away from the site.

Pitch

Area on a site developed for a family unit to live. On socially rented sites, the area let to a tenant for stationing caravans and other vehicles.

Plot

Area on a yard for Travelling Showpeople to live. As well as dwelling units, Travelling Showpeople often keep their commercial equipment on a plot.

Primary data

Information that is collected from a bespoke data collection exercise (e.g. surveys, focus groups or interviews) and analysed to produce a new set of findings.

Private rented pitches

Pitches on sites which are rented on a commercial basis to other Gypsies and Travellers. The actual pitches tend to be less clearly defined than on socially rented sites.

Psychological aversion

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

Secondary data

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

Settled community

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

Site

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

Socially rented site

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

Tolerated

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

Transit site/pitch

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

Travelling Showpeople

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

Unauthorised development

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

Unauthorised encampment

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

Unauthorised site

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