

# Gypsy and Traveller and Travelling Showperson Accommodation Assessment 2024 Update

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Newcastle-under-Lyme Borough Council

Final Report  
April 2024

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# Executive Summary

## Introduction

The Newcastle-under-Lyme Borough Council 2024 Gypsy and Traveller Accommodation Assessment (GTAA) is an update to the 2020 study and provides evidence to identify the accommodation needs of Gypsies and Travellers and Travelling Showpeople across the borough.

The GTAA update has included:

- A review of existing (secondary) data including the 2021 Census.
- An update of the number of pitches available for residential occupation.
- A review of turnover on the council site.
- A review of findings from interviews and data obtained in the 2020 study.

Data has been carefully analysed to provide a picture of current provision across Newcastle-under-Lyme and an assessment of future need. The findings of the study provide an up-to-date, robust and defensible evidence base for policy development.

The GTAA has been updated to include 2021 Census data and removes reference to 2015 Planning Policy for Traveller Sites 'nomadic habit of life' definition as government reverted back to the 2012 definition following the Lisa Smith Court of Appeal judgement in 2023.

## Population and current accommodation provision

The 2021 Census identified a population of 70 people who identified as 'White: Gypsy or Irish Traveller' or 'Gypsy/Romany' plus 58 people identifying as 'Roma' living in the borough and an estimate of 30 households where the household reference person identifies as being a Gypsy/Traveller.

Across Newcastle-under-Lyme there are a total of 2 Gypsy and Traveller sites with 23 pitches (22 occupied and one occupied by a non-Gypsy Traveller) broken down further as:

- 1 housing association site, 19 pitches (18 occupied by 17 Gypsy and Traveller households which includes one household occupying two pitches and 1 non-Gypsy Traveller, 0 vacant).
- 1 private authorised site, 4 pitches (4 occupied by 9 households, 0 vacant).

There is one Travelling Showperson's yard in the borough (accommodating 3 households).

In January and July each year, councils carry out a Traveller caravan count to inform DLUHC statistics. The bi-annual DLUHC Traveller caravan counts (July 2019 to July 2022) reported an average of 24 caravans across all sites (82.5% were caravans on social rented sites, 4.2% on private sites and 13.3% on unauthorised sites. No caravan count data are available for 2023.

## Planning policy requirements for needs assessments

The 2023 National Planning Policy Framework (NPPF) states in Paragraph 63 *‘the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policy (including travellers)’*. A footnote in the NPPF then states *‘Planning Policy for Traveller Sites sets out how travellers’ housing needs should be assessed for those covered by the definition in Annex 1 of that document’*.

The 2015 Planning Policy for Traveller Site (PPTS) document states that *‘local planning authorities should make their own assessment of need for the purposes of planning’* and *‘ensure that their Local Plan includes fair, realistic and inclusive policies’* and *‘to increase the number of traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply’*.

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

### Need assessment period

As this is an update to the existing evidence base, need has been assessed over the same five-year short-term period 2020/21 to 2024/25 and longer-term period has been extended from 2025/26 to 2039/40.

## Gypsy and Traveller pitch requirements

There is an overall need for 12 additional Gypsy and Traveller pitches across Newcastle-under-Lyme over the period 2020/21 to 2039/40 (Table ES1). Of this need, 5 are needed in the first five years and 7 over the remaining period to 2030/40.

Needs analysis considers the needs arising from existing households, households on unauthorised sites, newly forming households, in-migrant households and current vacancies on existing public and private sites.

Table ES2 compares the needs analysis for the 2020 GTAA and 2024 update and shows that once turnover on the housing association site is considered, the net pitch need reduces to 7 over the period to 2039/40. Note that since the 2020 GTAA was completed, two pitches have become available on the Silverdale site which is consistent with the assumptions around pitch turnover.

Notwithstanding evidence in this GTAA on need, additional need may arise over the plan period, for instance households moving into Newcastle-under-Lyme. It is therefore recommended the council has criteria-based policies to inform future planning applications for private sites should they arise.

**Table ES1 Gypsy and Traveller pitch need 2020/21 to 2039/40**

Period	Pitch need
--------	------------

<b>5yr Authorised Pitch Shortfall (2020/21 to 2024/25) (A)</b>	<b>5</b>
<b>Longer-term need</b>	
Over period 2025/26 to 2029/30 (B)	4
Over period 2030/31 to 2034/35(C)	1
Over period 2035/36 to 2039/40 (D)	2
Longer-term need TOTAL to 2039/40 (20 years) E=(B+C+D)	<b>7</b>
<b>NET SHORTFALL 2020/21 to 2039/40 (A+E) (20 years)</b>	<b>12</b>

**Table ES2 Addressing Gypsy and Traveller pitch need 2020/21 to 2039/40**

	2020 GTAA	2024 update	Difference
<b>5yr Authorised Pitch Shortfall (2020/21 to 2024/25) (A)</b>	8	5	Site at Baldwin's gate now authorised
Anticipated minimum turnover on council site (B)	3	3	None - two pitches have become available so far during this time period
<b>Residual need 2020/21 to 2024/25 after turnover (C) = A-B</b>	<b>5</b>	<b>2</b>	
<b>Longer-term need 2025/26 to 2039/40 (D)</b>	6	7	<i>Update includes extrapolation of data to 2039/40</i>
Anticipated minimum turnover on council site (E)	4	4	
<b>Residual need 2025/26 to 2039/40 after turnover (F) = D-E</b>	<b>2</b>	<b>3</b>	
<i>Potential pitch development (assuming that this provides pitches for identified households in need) (G)</i>	0	0	
<b>Residual need 2020/21 to 2039/40 after turnover and potential pitch development considered (H) = C+F-G</b>	<b>7</b>	<b>5</b>	
<b>Summary</b>	<b>2020 GTAA</b>	<b>2024 update</b>	
Plan period Authorised Pitch Shortfall (2020/21 to 2039/40) (I)	14	12	Lower because Baldwin's Gate now authorised
Anticipated minimum turnover on council site (J)	7	7	Similar assumptions used in update
<i>Potential pitch development (assuming that this provides pitches for identified households in need) (K)</i>	0	0	
<b>Residual need 2020/21 to 2039/40 after turnover and potential pitch development considered (I-J-K)</b>	<b>7</b>	<b>5</b>	

## Transit provision

The council should consider how land can be provided for short-term use and particularly in response to the Police, Crime, Sentencing and Courts Act.

Based on the evidence of unauthorised encampment activity, it is recommended that the council develops a negotiated stopping policy and identifies areas of land to accommodate smaller encampments (up to 5 caravans), encampments of between 5 and up to 10 caravans and for larger encampments of at least 10 caravans.

## Travelling Showperson plot requirements

There is one Travelling Showperson's yard in the borough (accommodating 3 households). There is a need for 5 additional plots over the period to 2039/40 based on need arising from newly-forming households.



# 1. Introduction

## Overview

- 1.1 In February 2024 arc4 was commissioned by Newcastle-under-Lyme Borough Council to prepare a 2024 Gypsy, Traveller and Travelling Showperson Accommodation Assessment (GTAA). This new GTAA updates the 2020 study.
- 1.2 The overall scope of the GTAA is to ensure that the council has a robust evidence base to determine an appropriate level of residential pitch and transit provision over the period 2020/21 to 2039/40 and to identify the accommodation needs of Gypsies and Travellers.

## Who the study covers?

- 1.3 In December 2023, the government announced that it was reverting to the definition of Gypsies and Travellers as set out within Annex 1 of the 2012 PPTS:  
*‘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 or permanently, but excluding members of an organised group of travelling Showpeople [sic] or circus people travelling together as such.’*
- 1.1 Similarly, the following definition from Annex 1 of the Guidance in respect of Travelling Showpeople is used:  
*‘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 or permanently, but excludes Gypsies and Travellers as defined above.’*
- 1.4 In addition:  
*‘For the purposes of this planning policy, “pitch” means a pitch on a “gypsy and traveller” site and “plot” means a pitch on a “travelling showpeople” site (often called a “yard”). This terminology differentiates between residential pitches for “gypsies and travellers” and mixed-use pitches for “travelling showpeople”, which may/will need to incorporate space or to be split to allow for the storage of equipment.’ (DCLG Planning policy for traveller sites August 2015 Annex 1, para 5).*
- 1.5 For the purposes of this study, therefore, Gypsies and Travellers live on pitches within sites, whilst Travelling Showpeople live on plots within yards.

## Geography and time frame for the study

- 1.6 This study relates to the geographical area of Newcastle-under-Lyme Borough.
- 1.7 The timeframe for the study is 2020/21 to 2039/40.

1.8 The basedate for the study is March 2024.

## Report structure

1.9 The GTAA 2024 update report structure is as follows:

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

1.10 The report is supplemented by the following appendices:

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

## 2. Policy context

### Overview

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

### Government policy and guidance

- 2.3 The 2023 National Planning Policy Framework states in Paragraph 63 *‘the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies’*. It then lists a number of groups including Travellers. A footnote to the paragraph states *‘Planning Policy for Traveller Sites sets out how travellers’ housing needs should be assessed for those covered by the definition in Annex 1 of that document’*.
- 2.4 The 2015 Planning Policy for Traveller Sites (PPTS) document states that *‘local planning authorities should make their own assessment of need for the purposes of planning’* and *‘ensure that their Local Plan includes fair, realistic and inclusive policies’* and *‘to increase the number of traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply’*.
- 2.5 Policy A of the 2015 PPTS relates to evidence needed to plan positively and manage development. This states *‘in assembling the evidence base necessary to support their planning approach, local planning authorities should:*
  - *pay particular attention to early and effective community engagement with both settled and traveller communities (including discussing travellers’ accommodation needs with travellers themselves, their representative bodies and local support groups);*
  - *cooperate with travellers, their representative bodies and local support groups; other local authorities and relevant interest groups to prepare and maintain an up-to-date understanding of the likely permanent and transit accommodation needs of their areas over the lifespan of their development plan, working collaboratively with neighbouring local planning authorities; and*
  - *use a robust evidence base to establish accommodation needs to inform the preparation of local plans and make planning decisions’*.
- 2.6 In the absence of further guidance on preparing GTAAs, the methods adopted by arc4 reflect Policy A of the PPTS; build upon those methods established through previous guidance; our practical experience and findings from planning inquiries and appeals.

- 2.7 The calculation of pitch/plot requirements is based on established DLUHC modelling methodology, as advocated in *Gypsy and Traveller Accommodation Needs Assessment Guidance* (DCLG, 2007). Although this guidance was formally withdrawn in December 2016, in the absence of any updated guidance on the subject, it continues to provide a good practice approach for needs modelling.
- 2.8 Policy B of the 2015 PPTS relates to planning for Traveller sites and requires Local Plans:
- *to be prepared with the objective of contributing to the achievement of sustainable development and consistent with the policies of the NPPF; and*
  - *to set pitch targets for Gypsies and Travellers and plot targets for Travelling Showpeople as defined in Annex 1 which address the likely permanent and transit site accommodation needs of travellers in their area, working collaboratively with neighbouring local planning authorities.*
- 2.9 Policy B (paragraph 10) sets out that local authorities should, in producing their Local Plan:
- a. *identify and update annually, a supply of specific deliverable sites sufficient to provide 5 years' worth of sites against their locally set targets;*
  - b. *identify a supply of specific, developable sites, or broad locations for growth, for years 6 to 10 and, where possible, for years 11-15;*
  - c. *consider production of joint development plans that set targets on a cross-authority basis, to provide more flexibility in identifying sites, particularly if a local planning authority has special or strict planning constraints (local planning authorities have a duty to cooperate on planning issues that cross administrative boundaries);*
  - d. *relate the number of pitches or plots to the circumstances of the specific size and location of the site and the surrounding population's size and density; and*
  - e. *protect local amenity and environment.*
- 2.10 Policy B (paragraph 13) sets out that local authorities should ensure that traveller sites are sustainable economically, socially and environmentally and therefore ensure that their policies:
- a. *promote peaceful and integrated co-existence between the site and the local community;*
  - b. *promote, in collaboration with commissioners of health services, access to appropriate health services;*
  - c. *ensure that children can attend school on a regular basis;*
  - d. *provide a settled base that reduces both the need for long-distance travelling and possible environmental damage caused by unauthorised encampment;*
  - e. *provide for proper consideration of the effect of local environmental quality (such as noise and air quality) on the health and well-being of*

*any travellers who may locate there or on others as a result of new development;*

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

### Intentional unauthorised development

- 2.11 The planning policy statement issued with PPTS 2015 [planning policy statement link here](#) and confirmed by Ministerial Statement [Ministerial Statement link here](#) makes clear that if a site is intentionally occupied without planning permission this would be a material consideration in any retrospective planning application for that site. Whilst this does not mean that retrospective applications will be automatically refused, it does mean that failure to seek permission in advance of occupation will count against the application.
- 2.12 In addition, PPTS 2015 (Paragraph 12) makes clear that in exceptional cases where a local authority is burdened by a large-scale unauthorised site that has significantly increased their need, and their area is subject to strict and special planning constraints, then there is no assumption that the local authority will be required to meet their Gypsy and Traveller site needs in full. This is intended to protect local planning authorities with significant land constraints from being required to provide for additional needs arising directly from large sites such as Dale Farm (a large unauthorised site in Essex).

### Considering ‘Cultural’ and ‘PPTS’ need

- 2.13 The definitions set out in PPTS have now reverted back to those of the 2012 PPTS. When considering future residential pitch needs, there is no longer a distinction between Gypsies and Travellers who have ceased to travel or continue to live a nomadic habit of life.

### Responding to challenges

- 2.14 GTAA's are subject to intense scrutiny, particularly at planning inquiries and hearings. The methodological approaches taken by arc4 aim to maximise the robustness of evidence and measures include:
- An up-to-date assessment of the number of pitches on sites and the number of households living on pitches and any vacancies.
  - Maximising response rates from households.
  - Carefully considering the relationship between households and the pitches they occupy.

- Sensitive analysis of the flows of existing households from and to local authority districts.
- Consideration of overcrowding and concealed households.
- Careful consideration of turnover on council / housing association pitches, with clear assumptions over future potential capacity from households moving away from pitches.
- Longer-term modelling of need using detailed demographic information contained from household survey work.
- Reasonable assumptions around the number of households in bricks and mortar accommodation who may want to move to a pitch.

## 3. Methodology

### Introduction

- 3.1 The GTAA research method is grounded in an understanding of the requirements of the NPPF and based on an established methodology which regularly withstands scrutiny at planning inquiries and hearings.
- 3.2 The methodology has comprised:
- a desktop analysis of existing documents, including data on pitches / sites, plots / yards and unauthorised encampments;
  - the review of primary data, including household interviews with Gypsies and Travellers carried out in 2020 and information from subsequent planning applications; and
  - an assessment of accommodation needs taking into account all available data and information.
- 3.3 The information gathering has been carried out in three phases, as outlined below:
- Phase 1: Literature / desktop review.
  - Phase 2: Survey of Gypsies and Travellers and Travelling Showpeople across the district.
  - Phase 3: Needs assessment and production of the GTAA 2024 report.

### Phase 1: Literature/desktop review and steering group discussions

- 3.4 We have reviewed relevant literature, including legislative background and best practice information; and analysis of available secondary data relating to Gypsies and Travellers and Travelling Showpeople in Newcastle-under-Lyme. The research has progressed with input from local authority officers.

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

- 3.5 Our aim is to obtain interviews from all households living on sites using a standard questionnaire (Appendix A). This questionnaire has been carefully designed in consultation with councils, feedback from community representatives and planning agents. The household survey for the 2021 GTAA was successfully carried out during the COVID pandemic. For Newcastle-under-Lyme, letters were sent to residents on Silverdale in May 2020 and three



households agreed to a telephone interview. The remainder of households willing to participate in the GTAA were interviewed on a site visit on the 16<sup>th</sup> July 2020 and arc4 staff were accompanied by Aspire Housing Association who also wanted to engage with residents on the site. The owner of the Travelling Showperson's yard in Newcastle was also interviewed in July 2020 which informed the analysis of need for Showperson plots. Households at Baldwin's gate were interviewed by phone in July 2020.

- 3.6 The triangulation of secondary data, council records and fieldwork survey has identified a total of 23 Gypsy and Traveller pitches occupied by 22 households (21 Gypsy and Traveller households plus 1 non-Gypsy and Traveller household and two pitches were occupied by one household) ; and 3 Travelling Showperson households accommodated on 3 plots.
- 3.7 This resulted in data for 100% of households being included in the study.

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

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

#### Pitches and households

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



## Site and pitch size

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

- Showpeople’s sites do not fit neatly into the definition of a one land use category. The sites combine a residential use with a storage use, and maintenance is also likely to be carried out on site. The residential use can take the form of static homes and caravans.
- For a Travelling Showperson yard, the minimum size of a plot is 0.5ha and should include space for residential accommodation and equipment storage.

## Occupancy

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

## Response

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

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

### Overview

- 4.1 This chapter looks at the current picture in terms of the current population and demography of Gypsies and Travellers across Newcastle-under-Lyme before going on to explore the extent and nature of provision across the area.

### Census data

- 4.2 In October 2023, the ONS published detailed census data relating to Gypsy and Traveller populations. This provides valuable insights into the population dynamics and comparisons with overall populations.
- 4.3 The 2021 Census reported a population of 70 people who identified as ‘White: Gypsy or Irish Traveller’ or ‘Gypsy/Romany’ plus 58 person identifying as ‘Roma’ living in Newcastle-under-Lyme. The total number of households was estimated to be **30** based on the number of Household Reference People, with an estimated 18 living in bricks and mortar accommodation. This compares with 48 people living in 24 households from the 2011 Census.
- 4.4 Table 4.1 sets out a range of data relating to people identifying as Gypsies and Travellers from the 2021 Census. In summary:
- 58% live in bricks and mortar accommodation and 42% live in a caravan/mobile structure.
  - 53.8% rent (30.8% privately and 23.1% from a social landlord) and 46.2% are owner occupiers.
  - 28.6% are overcrowded compared with 4.3% of the general population.
  - Couples with dependent children and other household types, for instance multi-adult and multi-generational households were the key household types identified. The sample sizes for other groups were too small to be reported.
- 4.5 In terms of health, 81.8% of Gypsies and Travellers said their health was very good/good and the proportion said it was bad/very bad was not reported due to small sample sizes.
- 4.6 Please note that the data reported from the census may differ from the findings of the household survey. This is because of the small population base of the Gypsy and Traveller population and data highly influenced by the level of response to both the 2021 Census and 200/21 household survey.

**Table 4.1 Characteristics of properties and households which are occupied by people identifying as Gypsy and Traveller from 2021 Census.**

Theme	Category	Number of people identifying as Gypsy/Traveller	% of people identifying as Gypsy/Traveller	% of total population
Dwelling Stock	Detached whole house or bungalow	15	25.0	27.5
	Semi-detached whole house or bungalow	20	33.3	47.3
	Terraced (including end-terrace) whole house or bungalow	#	0.0	18.7
	Flat, maisonette or apartment	#	0.0	6.4
	A caravan or other mobile or temporary structure	25	41.7	0.1
	Total	60	100.0	100.0
Tenure	Owned: Owns outright	20	30.8	32.4
	Owned: Owns with a mortgage or loan or shared ownership	10	15.4	36.7
	Private rented or lives rent free	20	30.8	14.9
	Rented Social rented	15	23.1	16.0
	Total	65	100.0	100.0
Occupancy	Occupancy rating of bedrooms 0 or more	50	71.4	95.7
	Occupancy rating of bedrooms -1 or less (indicating overcrowding)	20	28.6	4.3
	Total	70	100	100
Household composition	One person household: Aged 66 years and over	#	0.0	6.4
	One person household: Other	#	0.0	7.4
	Single family household: Couple family household: No children	#	0.0	16.3
	Single family household: Couple family household: Dependent children	20	57.1	30.1
	Single family household: Couple family household: All children non-dependent	#	0.0	10.1
	Single family household: Lone parent household	#	0.0	11.3
	Other household types	15	42.9	18.5
	Total	35	100.0	100.0
General health	Very Good	35	63.6	43.9
	Good	10	18.2	35.3
	Fair	10	18.2	14.5
	Bad	#	0.0	4.8
	Very Bad	#	0.0	1.4
	Total	55	100.0	100.0
	Net health score (VG+G-B-VB)		81.8	73.0

Note 1 : # indicates data are suppressed as they relate to a small number of people.

Source: 2021 Census

<https://www.ons.gov.uk/peoplepopulationandcommunity/culturalidentity/ethnicity/articles/gypsyoririshtravellerpopulationsenglandandwales/census2021#>

## Caravan Count information

- 4.7 Snapshot counts of the number of Gypsy and Traveller caravans were requested by the government in 1979 and have since been undertaken every January and July by local authorities. An annual count of Travelling Showperson caravans takes place every January. The counts provide a source of information on the number of caravans located on authorised and unauthorised sites but do not record the actual number of pitches on sites/yards.
- 4.8 The figures for the last 7 Traveller caravan counts (July 2019 to July 2023) for Newcastle-under-Lyme are set out in Table 4.2. There were no caravans reported in the two most recent counts which may be due to counts not taking place. Data are therefore analysed for the 5 counts July 2019 to July 2022. Data shows an average of 24 caravans across the area. Of these, 82.5% were social rented, 4.2% on private sites, and 13.3% on unauthorised sites.

**Table 4.2 Bi-annual Traveller caravan count figures July 2019 to July 2023**

Newcastle-under-Lyme Borough	Authorised sites (with planning permission)		Unauthorised sites (without planning permission)	Total
	Social Rented	Total Private (inc. temporary permission)	Total Unauthorised	
Jul-19	19		1	20
Jan-20	19	0	0	19
Jul-21	19	3	4	26
Jan-22	21	0	4	25
Jul-22	21		7	28
Jan-23	0	0	0	0
Jul-23	0	0	0	0
<b>Count average (Jul 19 to Jul 22)</b>	<b>19.8</b>	<b>1</b>	<b>3.2</b>	<b>24</b>
<b>Count % Average(Jul 19 to Jul 22)</b>	<b>82.5%</b>	<b>4.2%</b>	<b>13.3%</b>	<b>100.0%</b>

Source: DLUHC Traveller Caravan Count, Live Table  
Counts not taken in July 2020 or Jan 2021 due to the COVID pandemic

- 4.9 Over the period 5 years 2018 and 2023, there were an average of 3.8 Travelling Showperson's' caravans recorded (Table 4.3) in Newcastle-under-Lyme.

**Table 4.3 Annual Travelling Showpeople caravan count figures January 2018 to January 2023**

Newcastle-under-Lyme Borough	Authorised sites with planning permission		Unauthorised sites without planning permission	Total
	Social Rented	Total Private	Total Unauthorised	
2018	0	7	0	7
2019	0	3	0	3
2020	0	3	0	3
2022	0	3	0	3
2023	0	3	0	3
Five-Count Average	0	3.8	0	3.8
Five-Count % Average	0	100.0	0	100.0

Source: DLUHC Travelling Showpeople Caravan Count, Live Table 3  
Counts not taken in Jan 2021 due to the COVID pandemic

## Local sites and yards

- 4.10 Authorised sites are those with planning permission and can be on either public or privately-owned land. Unauthorised sites are made up of either longer-term (approximately three months or longer) unauthorised encampments and can be considered to be indicative of a permanent need for accommodation (in some instances local authorities class these as tolerated sites and do not take enforcement action to remove them); and unauthorised developments, where Travellers are residing upon land that they own and that does not have planning permission (see Appendix B for more detailed definitions).
- 4.11 Across Newcastle-under-Lyme (Table 4.4) there are a total of 2 Gypsy and Traveller sites with 23 pitches (22 occupied and one occupied by a non-Gypsy Traveller) broken down further as:
- 1 housing association site, 19 pitches (18 occupied by 17 Gypsy and Traveller households which includes one household occupying two pitches and 1 non-Gypsy Traveller, 0 vacant)
  - 1 private authorised sites, 4 pitches (4 occupied by 9 households, 0 vacant).
- 4.12 There is one Travelling Showperson's yard in the borough (accommodating 4 households).
- 4.13 The location of sites and yards is also presented in Map 4.1.



**Table 4.4 List of Gypsy & Traveller pitches on sites and Travelling Showperson plots on yards (as of February 2024)**

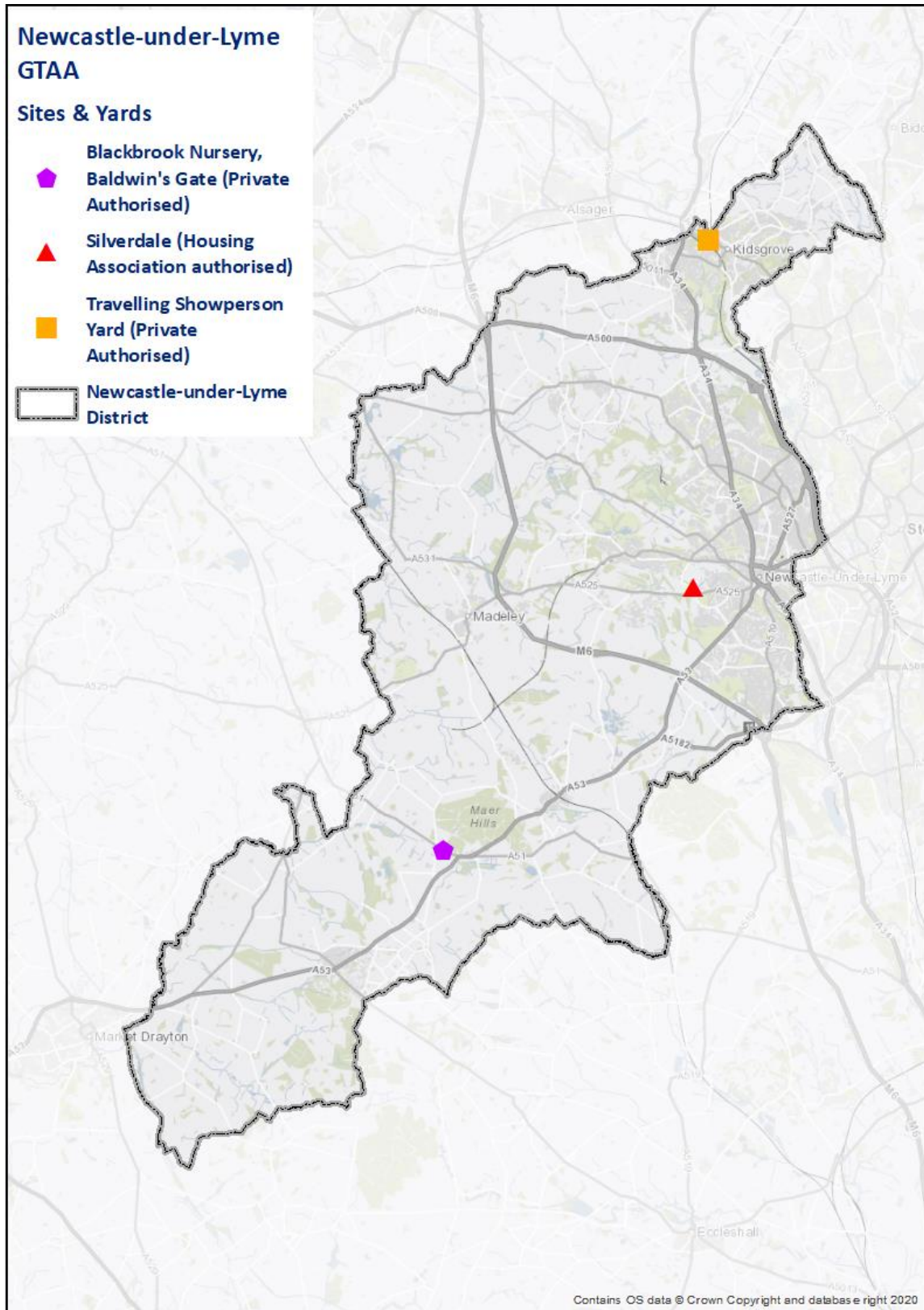
Gypsies and Travellers: Newcastle-under-Lyme										
Reference	Address	Tenure and type of site	Pitch numbers			Total households	Households and responses			Final total of household information from 2020
			Total pitches	Total vacant	Occupied pitches		Households present and interviewed in 2020	Households not present but have general information	Household refused and have general information	
HA1	Cemetery Road, Silverdale, Newcastle, ST5 6PJ	Housing Association (permanent authorised)	19	0	19	17 G&T plus former site manager. 1 household occupies 2 pitches	14 (4TP, 10I) (13 G&T plus 1 non-G&T)	2	2	17 G&T plus 1 non-G&T = 18
Priv1	Plots 1 to 4 Blackbrook Nursery. Baldwin's Gate, Nantwich Road, Blackbrook, ST5 5EH	Private Authorised	4	0	4	4	4 (4TP)	0	0	4
<b>Total Gypsy and Traveller</b>			<b>23</b>	<b>0</b>	<b>23</b>	<b>21 G&amp;T plus 1 non- G&amp;T</b>	<b>18 (8TP, 10I) (17 G&amp;T plus 1 non-G&amp;T)</b>	<b>2</b>	<b>2</b>	<b>21 G&amp;T plus 1 non-G&amp;T = 22</b>

Travelling Showpeople: Newcastle-under-Lyme										
Reference	Address	Tenure and type of yard	Total plots	Total plots	Occupied plots	Total households	Households present and interviewed	Households not present	Household refused	Final total of household information
<b>Total Travelling Showperson</b>			<b>4</b>	<b>4</b>	<b>4</b>	<b>4</b>	<b>4</b>	<b>0</b>	<b>0</b>	<b>4</b>

Note: TP = Telephone interview. I = Face to Face interview



**Map 4.1** Location of Gypsy and Traveller sites and Travelling Showperson's yard in Newcastle-under-Lyme



## 5. Household survey findings

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

### Gypsy and Traveller households living in Newcastle-under-Lyme

- 5.2 A review of the characteristics of Gypsy and Traveller households living in Newcastle-under-Lyme has been based on data from a total of 18 households and 46 people living on sites.
- 5.3 The number of responses achieved is summarised for each question, indicated by a 'base figure'. The household data are presented in a manner which maintains respondent confidentiality.
- 5.4 There were a total of 18 responses to the household survey. Of these:
- 14 were Gypsy and Traveller households living on the housing association site (plus the former site manager who is not a Gypsy/Traveller was interviewed); and
  - 4 were Gypsy and Traveller households living on an unauthorised site.
- 5.5 Four households were not interviewed on the Silverdale site but general household information was obtained. Household information was therefore achieved for 22 households living on sites. As survey responses were received from most households the results for the survey have not been weighted. The data below relates to the 17 households who identified as Gypsy /Traveller.
- 5.6 **Ethnicity** (base = 17). Of household representatives interviewed, 76.5% described themselves as Gypsy (including Romany, Romany Gypsy and English Gypsy), 17.6% as English Traveller and 5.9% as Irish Traveller.
- 5.7 Data from the household survey and supplementary information from housing management data provided an insight into household size, type and the age of residents living on pitches.
- 5.8 **Household size** (base=17): 31.3% of households were single person; 25% were two person; 12.5% were three person; 12.5% were four person, 12.5% were five person and 6.2% were six or more person households.
- 5.9 **Household type** (base-17), 31.2% were singles, 25% couples, 25% couples with children, 12.6% lone parents and 6.2% other household types (for instance siblings sharing).
- 5.10 **Age profile.** Across the sites there were a total of 46 people recorded living in 17 households. There were a total of 13 children aged 13 or under living on pitches along with 6 young people aged 14-17 years. Overall, 28.3% of the Gypsy and Traveller population living on pitches were aged 13 or under and 13% were aged 14-17. In addition, 17.4% were aged 18-34, 15.2% aged 35-44, 8.7% aged 45-59 and 17.4% aged 60 and over.
- 5.11 **Length of residence** (base=18), all 4 households on the now authorised site at Blackbrook Nursery, Baldwin's Gate had moved there in 2020 and had been on

the site for 2 months when the household survey was carried out. All households on the Silverdale site stated they had lived on their pitch for at least 5 years and 6 had lived on their pitch for at least 20 years.

- 5.12 **Overcrowding.** When asked about overcrowding, 12% of respondents said that their home is overcrowded and 6% said their pitch was overcrowded.
- 5.13 **Regarding the need for more residential pitches** (base=18), The consensus amongst respondents was that more pitches were needed. Of those stating a number, 2 said less than 10 pitches, 1 between 10 and 20 pitches and 4 between 20 and 30 pitches.

## Travelling Showpeople

- 5.14 There are four Travelling Showperson households currently living in Newcastle-under-Lyme. As this is a small number of people, no further analysis of their characteristics is presented in this report.

## 6. Gypsy and Traveller pitch and transit site requirements

### Introduction

- 6.1 This section reviews the overall pitch and plot requirements of Gypsies and Travellers and Travelling Showpeople across Newcastle-under-Lyme. It takes into account current supply and need, as well as future need, based on modelling of data. This chapter also considers transit pitch requirements for Gypsies and Travellers. Finally, the chapter presents planning policy recommendations.
- 6.2 The calculation of pitch requirements is based on modelling as advocated in *Gypsy and Traveller Accommodation Assessment Guidance (DCLG, 2007)*. Although now formally withdrawn, the former DCLG guidance still provides the best-practice approach towards the assessment of pitch and plot needs (see Chapter 2 for further discussion).
- 6.3 This approach requires an assessment of the current needs of Gypsies and Travellers and a projection of future needs. It advocates the use of a survey to supplement secondary source information and derive key supply and demand information. Modelling presents an overall need based on the 2012 PPTS definition which is also called the ‘cultural’ need.

### Gypsy and Traveller pitch requirement model overview

- 6.4 Pitch need is assessed for two time periods. A short-term 5-year model usually looks at need over the next five years. For this update, the starting point is the existing modelling which covers the period 2020/21 to 2024/25. A longer-term model looks at need over the period to 2025/26 to 2039/40 arising from children likely to need a pitch.
- 6.5 In terms of **cultural need**, the 5-year model considers:
- the baseline number of households on all types of site (authorised, unauthorised and temporary authorised sites) as of July 2020 but adjusted to reflect the regularisation of the site at Baldwin’s Gate from unauthorised to authorised;
  - existing households planning to move in the next five years (currently on sites and also from bricks and mortar) and where they are planning to move to;
  - emerging households currently on sites and planning to emerge in the next five years and stay within the study area on a pitch; to derive a figure for total pitch need;
  - and data on households expected to occupy pitches on two major sites being developed in the district.
- 6.6 In terms of **supply**, the model considers:
- total supply of current pitches on authorised sites;

- supply from new sites being developed; and
  - vacant pitches on authorised sites.
- 6.7 The model then reconciles total need and existing authorised supply over the next five years by summarising:
- total need for pitches; and
  - total supply of authorised pitches.
- 6.8 The longer-term model then considers the need over the period to 2039/40. This is based on the age profile of children under 13 living in Gypsy and Traveller households on pitches.

## Newcastle-under-Lyme Gypsy and Traveller pitch need analysis: Description of factors in the 5-year need model

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

### Need

#### 6.10 **Current households living on pitches (1a to 1e)**

These figures are derived from local authority/housing association. There are a total of 18 households on the housing association site (note 1 household occupies two pitches and 1 household was the former site manager, and there were 17 Gypsy and Traveller households living on the site but all 18 pitches were occupied). There are also 4 households on the now authorised site at Baldwin's Gate called Blackbrook Nursery. No households were identified as being concealed/doubled up on pitches. Modelling assumes that all pitches are occupied.

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

The 2011 Census suggested there were 11 households living in bricks and mortar accommodation. This has now been updated to 18 households based on the 2021 Census.

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

This was derived from information from the household survey for respondents currently on authorised pitches.

Of existing households currently on sites, none plan to move in the next 5 years.

For households currently in bricks and mortar, based on national arc4 studies it is estimated that 5.3% of households living in bricks and mortar would prefer to live on a site which would equate to 1 household. A need from 1 household is therefore included within the modelling at 3e.

Regarding in-migration, analysis of household survey data indicates that none of the residents on the housing association site had moved onto a pitch from outside the borough in the past 5 years. There has been in-migration of 4 households onto the unauthorised site but because these are accounted for at line 1d, row 3g is zero.

The factors presented in section 3 of the model result in an overall net requirement of +1 pitch (rounded) from existing households planning to move in the next 5 years.

#### 6.13 Emerging households (4)

This is the number of households expected to emerge in the next 5 years based on household survey information. The total number is +4 (rounded). Note this results in an absolute increase in need.

If children old enough to form their own household were living with family and have not specified that they want to form a new household, this is assumed to be through choice and the model does not assume they want to form a new household.

#### 6.14 Total need for pitches (5)

This is a total of current households on authorised pitches, households on pitches planning to move in the next five years and demand from emerging households currently living on pitches. This indicates a total need for 27 pitches.

### Supply

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

This is a summary of the total number of authorised pitches and the number of vacant authorised pitches. This shows a total supply of 22 authorised pitches plus zero vacant pitch resulting in a total supply of 22 authorised pitches.

### Reconciling supply and demand

- 6.16 There is a total need over the next five years (2020/21 to 2024/25) for 27 pitches in Newcastle-under-Lyme (Table 6.1) compared with a supply of 22 authorised pitches (including vacant pitches). The result is an overall cultural shortfall of 5 pitches.

**Table 6.1 Summary of demand and supply factors: Gypsies and Travellers – 2020/21 to 2024/24**

<b>CULTURAL NEED</b>	<b>Newcastle-under-Lyme</b>
----------------------	-----------------------------



<b>1</b>	<b>Households living on pitches</b>	1a. On LA Site	<b>0</b>
		1b. On Housing Association Site	<b>18</b>
		1c. On Private Site – Authorised	<b>4</b>
		1d. Unauthorised	<b>0</b>
		<b>1e. Total (1a to 1d)</b>	<b>22</b>
<b>2</b>	<b>Estimate of households living in bricks and mortar accommodation</b>	<b>2011 Census</b>	<b>18</b>
<b>3</b>	<b>Existing households planning to move in next 5 years</b>	<b>Currently on sites</b>	
		3a. To another pitch/same site (no net impact)	<b>0</b>
		3b. To another site in District (no net impact)	<b>0</b>
		3c. From site to Bricks and Mortar (-)	<b>0</b>
		3d. To site/bricks and mortar outside District	<b>0</b>
		<b>Currently in Bricks and Mortar</b>	
		3e. Planning to move to a site in LA (+)	1
		3f. Planning to move to another B&M property (no net impact)	0
		<b>In-migrant households</b>	
		3g. Allowance for in-migration (+)	0
<b>3h. TOTAL Net impact (3g+3e-3c-3d)</b>	<b>1</b>		
<b>4</b>	<b>Emerging households (5 years)</b>	4a. Currently on site and planning to live on current site	4
		4b. Current on site and planning to live on another site in district	0
		4c. Currently on site and planning to live outside the district	0
		4d. Currently in B&M planning to move to a site in LA (+)	0
		4e. Currently in B&M and moving to B&M (no net impact)	0
		4f. Currently on Site and moving to B&M (no net impact)	0
		<b>4g. TOTAL (4a+4b+4d)</b>	<b>4</b>
		<b>5</b>	<b>Total Need</b>
<b>SUPPLY</b>			
<b>6</b>	<b>Current supply of authorised pitches</b>	6a Current supply of authorised pitches occupied by Gypsies and Travellers (18 on HA site plus 4 from Blackbrook Nursery)	22
		6b. Current unoccupied authorised pitches	0
		6c. Total current authorised supply (6a+6b)	22
<b>RECONCILING NEED AND SUPPLY</b>			
<b>7</b>	<b>Total need for pitches</b>	<b>5 years (from 5)</b>	<b>27</b>
<b>8</b>	<b>Total supply of authorised pitches</b>	<b>5 years (from 6c)</b>	<b>22</b>
<b>5 YEAR AUTHORISED PITCH SHORTFALL 2020/21 TO 2024/25</b>			<b>5</b>

## Longer-term pitch requirement modelling

- 6.17 Longer-term pitch need modelling has been carried out using known household structure information from the household survey of households living on pitches. On the basis of the age of children in households, it is possible to determine the extent of 'likely emergence', which assumes that a child is likely to form a new household at the age of 18.
- 6.18 The year when a child reaches 18 has been calculated and it is possible to assess how many newly forming households may emerge over the period

2024/25 to 2036/37. A reasonable assumption is that half of these children will form new households, bearing in mind culturally women tend to move away on marriage and men tend to stay in close proximity to their families on marriage. The model therefore assumes that 50% of children will form households when they reach 18 and that these households remain in Newcastle-under-Lyme. This approach has been tested at various inquiries and hearings and corroborated regularly by households being interviewed as part of Gypsy and Traveller research.

- 6.19 Updated analysis considers evidence of need up to 2037/2038 based on household survey data. Overall, this indicates an average of 1 person each year needing a pitch.
- 6.20 Updated Analysis would suggest a total cultural need for 8 additional pitches over the period 2025/26-2039/40 (Table 6.2).

**Table 6.2 Future pitch requirements in Newcastle-under-Lyme based on the assumption that that 50% of children form households on reaching 18**

Time period	No. children	Expected household formation
2025/26 to 2029/30	7	4
2030/31 to 2034/35	3	2
2035/36 to 2037/38	3	1
2038/39 to 2039/40 (extrapolated)	2	1
<b>Total (2025/26 to 2039/40)</b>	<b>15</b>	<b>8</b>

### Overall plan period pitch need

- 6.21 Table 6.3 summarises the overall need for pitches across Newcastle-under-Lyme over the plan period to 2039/40. Need has been assessed over a short-term 2020/21 to 2024/25 and longer-term 2024/25 to 2039/40 period.
- 6.22 The overall need is 12 pitches. We are also aware of 3 additional households (unverified) that are interested in living on the Silverdale site.
- 6.23 The main driver of need arises from newly-forming households from both authorised and unauthorised sites.

**Table 6.3 Plan period Gypsy and Traveller pitch need: Newcastle-under-Lyme 2020/21 to 2039/40**

	Pitch need
<b>5yr Authorised Pitch Shortfall (2020/21 to 2024/25) (A)</b>	<b>5</b>



<b>Longer-term need</b>	
<i>Over period 2025/6 to 2029/30 (B – 5 years)</i>	4
<i>Over period 2030/31 to 2034/35(C – 5 years)</i>	1
<i>Over period 2035/36 to 2037/38(D – 3 years)</i>	1
<i>Over period 2038/39 to 2039/40(E – 2 years extrapolated)</i>	1
<i>Longer-term need TOTAL to 2039/40 (15 years) F=(B+C+D+E)</i>	<b>7</b>
<b>NET SHORTFALL 2020/21 to 2039/40 (A+F) (20 years)</b>	<b>12</b>

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

### Turnover on sites

- 6.24 Turnover relates to the number of pitches that are expected to become available for occupancy. Analysis only includes expected turnover on public sites as this is referenced in (former) CLG guidance and more accurate data on changes in pitch occupancy is likely to be available. Although there is likely to be turnover on private sites, the ability of households to move onto private sites may be more restrictive (for instance the site may be restricted to a particular family) and less likely to be recorded.
- 6.25 Household survey data indicates that all residents had lived on their pitch for at least 5 years, implying no turnover. An analysis of households planning to move would suggest that no residents are planning to move in the next 5 years. However, it is anticipated that 7 pitches will become available on the Silverdale site over the period to 2039/40 through natural change (i.e. people passing away).
- 6.26 Note that the Silverdale site is a close knit community of three Traveller family groups and therefore the ability for new households to move onto the site is likely to be limited – particularly as the site is self-regulating and when pitches become available they tend to go to emerging households already living on the site.

### Potential capacity for additional pitches on existing sites

- 6.27 There is potential for remodelling and intensification of the Silverdale site. A walk-around the site and discussions with residents would suggest that the site could be expanded by a small number of pitches. However, this would be subject to further technical site appraisal work.

### Regularisation of sites

- 6.28 There are currently no unauthorised sites in Newcastle-under-Lyme so there is no scope for regularisation.

## Impact of turnover and intensification on pitch need

- 6.29 Table 6.4 illustrates the impact of a pitch turnover on overall pitch need. Including an allowance for anticipated turnover, the updated overall need for the period 2020/21 to 2039/40 is for 12 pitches. This compares with 14 pitches in the 2020 GTAA.

**Table 6.4 Addressing Gypsy and Traveller pitch need: Newcastle-under-Lyme**

	2020 GTAA	2024 update	Difference
<b>5yr Authorised Pitch Shortfall (2020/21 to 2024/25) (A)</b>	8	5	Site at Baldwin's gate now authorised
Anticipated minimum turnover on council site (B)	3	3	None - two pitches have become available so far during this time period
<b>Residual need 2020/21 to 2024/25 after turnover (C) = A-B</b>	<b>5</b>	<b>2</b>	
<b>Longer-term need 2025/26 to 2039/40 (D)</b>	6	7	<i>Update includes extrapolation of data to 2039/40</i>
Anticipated minimum turnover on council site (E)	4	4	
<b>Residual need 2025/26 to 2039/40 after turnover (F) = D-E</b>	<b>2</b>	<b>3</b>	
<i>Potential pitch development (assuming that this provides pitches for identified households in need) (G)</i>	0	0	
<b>Residual need 2020/21 to 2039/40 after turnover and potential pitch development considered (H) = C+F-G</b>	<b>7</b>	<b>5</b>	
<b>Summary</b>	<b>2020 GTAA</b>	<b>2024 update</b>	
Plan period Authorised Pitch Shortfall (2020/21 to 2039/40) (I)	14	12	Lower because Baldwin's Gate now authorised
Anticipated minimum turnover on council site (J)	7	7	Similar assumptions used in update
<i>Potential pitch development (assuming that this provides pitches for identified households in need) (K)</i>	0	0	
<b>Residual need 2020/21 to 2039/40 after turnover and potential pitch development considered (I-J-K)</b>	<b>7</b>	<b>5</b>	

Note: Figures for 2020 GTAA relate to the period 2020/21 to 2036/37

## Tenure preferences

- 6.30 Respondents planning to move and form new households were asked to consider their preferred tenure of pitches (social rented or private). As no existing household and only one emerging household responded to the question, the response cannot be divulged.

## Housing register evidence

- 6.31 There is no housing register kept for the Silverdale site but residents reported at least 3 households who wanted to move to the site. Although this could not be verified at the time, since the 2020 GTAA, two households have moved onto the site.

## Transit requirements

- 6.32 There are a number of ways to delivery temporary places where Travellers can stop whilst passing through a local authority area. These include transit pitches, stop over places and negotiated stopping arrangements (See <https://www.negotiatedstopping.co.uk> for further details).
- 6.33 When considering transit need, the council needs to be mindful of new legislation through the Police, Crime, Courts and Sentencing Act (Part 4). This will make using land for stopping without permission a criminal offence rather than a civil offence. The Act gives police increased powers to act and introduces significant penalties (fines up to £2,500, impounding vehicles and prison sentences).
- 6.34 Transit sites are permanent sites intended for temporary use by Gypsies and Travellers. The length of stay is usually limited to a maximum of three months. In terms pitches, 'Designing Gypsy and Traveller Sites: Good Practice Guide' (CLG, 2008) states:
- Size of pitch – sufficient to accommodate two touring caravans, two parking spaces and private amenities;
  - Amenities should include electricity supply, toilet, wash basin and shower with hot and cold water supply for each pitch;
  - Depending on the level of use, portable facilities may be more appropriate, particularly if the sites are empty for lengthy periods of time and therefore at risk of vandalism.
- 6.35 A temporary stop over area is land which can be used on a temporary basis if unauthorised encampments occur or likely to occur. They can be fields, areas of hardstanding or a mixture of both. Temporary facilities can be provided when the temporary stop over is in use, for instance portable toilets and rubbish collection.
- 6.36 Negotiated stopping involves councils making an agreement with Gypsies and Travellers on unauthorised encampments. The terms of the agreement can vary but usually include the provision of portaloos, waste disposal, water; the length of the agreement can vary but tend to be around 28 days; and users agree to comply with rules for behaviour and use of the site.
- 6.37 Data on unauthorised encampment activity helps to establish the extent to which transit provision is needed.

- 6.38 A total of 6 respondents (33%) felt that transit provision is needed in Newcastle-under-Lyme. When asked who should manage transit provision, 4 said the council and 1 the Travelling community.
- 6.39 A good indicator of transit need is unauthorised encampment activity. The council reports 121 incidences of unauthorised encampment activity over the period February 2016 to March 2024 (Table 6.5). Over this period:
- The number of caravans on unauthorised encampments has ranged between 1 and 25.
  - The median number of caravans on an encampment has been 4 and mode (most frequently reported) has been 2 caravans.

**Table 6.5 Unauthorised encampment activity in Newcastle-under-Lyme**

Number of encampments recorded February 2016 to March 2024	96 (2016=29; 2017=23; 2018=18; 2019=25, 2020=2, 2021=6, 2022=8, 2023=7, 2024=2 (to date))	
Number of caravans	Mode (most frequently reported)	2
	Average	5
	Median	4
	Range	1 to 25

- 6.40 Since the start of 2018, family details have been recorded and this would suggest that around half of encampments have involved one extended family group. Given the amount of unauthorised encampment activity, the council will need to consider appropriate responses. The majority of encampments (68.5%) comprise 5 or fewer caravans; 88.4% of encampments comprise 6 or fewer caravans; and 11.6% of encampments comprised 7 or more caravans. There have been five instances since the start of 2018 when the encampment comprised more than 15 caravans. The maximum number of caravans reported on an unauthorised encampment was 25.
- 6.41 The council should consider options to accommodate households passing through the borough. The 2020 GTAA recommended the council consider providing transit pitches. However, negotiated stopping arrangements are now being used as the principal mechanism for meeting short-term transit need. It is therefore recommended that the council considers developing a negotiated stopping policy and identifies appropriate areas of land for smaller encampments (up to 5 caravans), encampments of between 5 and up to 10 caravans and for larger encampments of at least 10 caravans.

## Newcastle-under-Lyme: Showperson plot requirements

- 6.42 Table 6.6 provides a summary of the 5-year pitch need calculation. Each component in the model is now discussed to ensure that the process is transparent and any assumptions clearly stated.

### Need

- 6.43 **Current households living on plot (1a to 1b)**  
There is currently one Travelling Showpersons yard in Kidsgrove which accommodates three households.
- 6.44 **Current households in bricks and mortar accommodation (2)**  
This data is not available for Travelling Showpeople
- 6.45 **Existing households planning to move in the next five years (3)**  
This was derived from information from the household survey for respondents currently on authorised plots.  
No households were planning to move in the next 5 years.
- 6.46 **Emerging households (4)**  
This is the number of households expected to emerge in the next 5 years based on household survey data. The total number is +2. Note this results in an absolute increase in need.
- 6.47 **Total need for plots (5)**  
This is a total of current households on authorised plots, households on plots planning to move in the next five years and demand from emerging households currently living on plots. This indicates a total need for 5 plots.

### Supply

- 6.48 **Current supply of authorised plots (6)**  
This is a summary of the total number of authorised plots and the number of vacant authorised pitches. This shows a total supply of 3 authorised plots and no vacant plots.

Table 6.6 Summary of demand and supply factors: Travelling Showpeople –

CULTURAL NEED			Newcastle-under-Lyme
1	Households living on plots	1a. On a private yard	0
		<b>1b. Total (1a)</b>	<b>3</b>
2	Estimate of households living in bricks and mortar accommodation		Not available
3	Existing households planning to move in next 5 years	<b>2011 Census</b>	
		<b>Currently on yards</b>	
		3a. To another plot/same yard (no net impact)	0
		3b. To another yard in district (no net impact)	0
		3c. From yard to bricks and mortar (-)	0
		3d. To yard/bricks and mortar outside District	0
		<b>Currently in Bricks and Mortar</b>	
		3e. Planning to move to a yard in LA (+)	0
		3f. Planning to move to another B&M property (no net impact)	0
		<b>In-migrant households</b>	
3g. Allowance for in-migration (+)	0		
	<b>3h. TOTAL Net impact (3g+3e-3c-3d)</b>	<b>0</b>	
4	Emerging households (5 years)	4a. Currently on yard and planning to live on current yard	2
		4b. Current on yard and planning to live on another yard in district	0
		4c. Currently on yard and planning to live outside the district	0
		4d. Currently in B&M planning to move to a yard in LA (+)	0
		4e. Currently in B&M and moving to B&M (no net impact)	0
		4f. Currently on yard and moving to B&M (no net impact)	0
		<b>4g. TOTAL (4a+4b+4c+4d)</b>	<b>2</b>
5	<b>Total Need</b>	<b>1b+3h+4g</b>	<b>5</b>
<b>SUPPLY</b>			
6	Current supply of authorised plots	6a Current supply of authorised plots	3
		6b. Current unoccupied authorised plots	0
		6c. Total current authorised supply (6a+6b)	3
<b>RECONCILING NEED AND SUPPLY</b>			
7	<b>Total need for plots</b>	<b>5 years (from 5)</b>	<b>5</b>
8	<b>Total supply of authorised plots</b>	<b>5 years (from 6c)</b>	<b>3</b>
<b>5 YEAR AUTHORISED PITCH SHORTFALL 2020/21 TO 2024/25</b>			<b>2</b>

### Reconciling supply and demand

- 6.49 There is a total need over the next five years (2020/21 to 2024/25) for 5 plots in Newcastle-under-Lyme compared with a supply of 3 authorised plots. The result is an overall cultural shortfall of 2 plots.

## Longer-term pitch requirement modelling

- 6.50 Longer-term pitch need modelling has been carried out using known household structure information from the household survey of households living on plots. On the basis of the age of children in households, it is possible to determine the extent of ‘likely emergence’, which assumes that a child is likely to form a new household at the age of 18.
- 6.51 The year when a child reaches 18 has been calculated and it is possible to assess how many newly forming households may emerge over the period 2024/25 to 2039/40. A reasonable assumption is that half of these children will form new households. The model therefore assumes that 50% of children will form households when they reach 18 and that these households remain in Newcastle-under-Lyme. Analysis would suggest a total cultural need for 3 additional plots over the period 2025/26-2039/40 (Table 6.7).

**Table 6.7 Future plot requirements in Newcastle-under-Lyme based on the assumption that 50% of children form households on reaching 18**

Time period	No. children	Expected household formation
2025/26 to 2029/30	2	1
2030/31 to 2034/35	2	1
2035/36 to 2039/40	2	1
<b>Total (2025/26 to 2039/40)</b>	<b>6</b>	<b>3</b>

## Plan period plot need

- 6.52 Table 6.8 summarises the overall need for plots across Newcastle-under-Lyme over the plan period to 2039/40. It presents the overall cultural and ‘policy on’ PPTS need which is a subset of the cultural need and is based on those households who meet the PPTS definition of need. Assuming a 20-year period (2020/21 to 2039/40), this results in an overall need of 5 additional plots. The 2020 GTAA identified a need for plots and the additional need indicated in the 2024 GTAA update assumes further household formation based on an extrapolation of demographic data to 2039/40. The current owner of the Showperson’s yard would welcome further discussion with the council over potential sites for an additional yard in the borough to help address this need.

**Table 6.8 Plan period Travelling Showperson plot need: Newcastle-under-Lyme**

	2020 GTAA	2024 update
<b>5yr Authorised Plot Shortfall (2020/21 to 2024/25) (A)</b>	<b>2</b>	<b>2</b>
<b>Longer-term need</b>		
<i>Over period 2025/26 to 2029/30 (B)</i>	<i>1</i>	<i>1</i>
<i>Over period 2030/31 to 2035/36 (C)</i>	<i>1</i>	<i>1</i>
<i>Over period 2036/37 to 2039/40 (D)</i>		<i>1</i>
<i>Longer-term need TOTAL E=B+C+D</i>	<i>2</i>	<i>3</i>
<b>TOTAL NET SHORTFALL 2020/21 to 2039/40 (A+E)</b>	<b>4</b>	<b>5</b>

Note: Figures for 2020 GTAA relate to the period 2020/21 to 2036/37

## 7. Conclusion and response



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

## Current accommodation

- 7.2 There are well-established Gypsy and Traveller and Travelling Showperson communities living in Newcastle-under-Lyme.
- 7.3 Across Newcastle-under-Lyme there are a total of 2 Gypsy and Traveller sites with 23 pitches (22 occupied and one occupied by a non-Gypsy Traveller) broken down further as:
- 1 housing association site, 19 pitches (18 occupied by 17 Gypsy and Traveller households which includes one household occupying two pitches and 1 non-Gypsy Traveller, 0 vacant)
  - 1 private authorised sites, 4 pitches (4 occupied by 9 households, 0 vacant).
- 7.4 There is one Travelling Showperson's yard in the borough (accommodating 3 households).

## Future Gypsy and Traveller residential need

- 7.5 There is an overall need for 12 additional Gypsy and Traveller pitches across Newcastle-under-Lyme over the period 2020/21 to 2039/40. Needs analysis considers the needs arising from existing households, households on unauthorised sites, newly forming households, in-migrant households and current vacancies on existing public and private sites. Household formation and net in-migration is the key driver of future need.
- 7.6 When likely turnover on the housing association site at Silverdale is considered, the net overall need is reduced to 5 pitches. Note that since the 2020 GTAA was completed, two pitches have become available on the Silverdale site which is consistent with the assumptions around pitch turnover.
- 7.7 Notwithstanding evidence in this GTAA on need, additional need may arise over the plan period, for instance from a higher number of households moving into Newcastle-under-Lyme than anticipated. It is therefore recommended that the planning policy references the need in the GTAA as a minimum need which is likely to be met but sets out policies to inform future planning applications for private sites.

## Transit provision

- 7.8 The council should consider how land can be provided for short-term use and particularly in response to the Police, Crime, Sentencing and Courts Act. Based on the evidence of unauthorised encampment activity, it is recommended that the council develops a negotiated stopping policy and identifies areas of land to accommodate smaller encampments (up to 5 caravans), encampments of between 5 and up to 10 caravans and for larger encampments of at least 10 caravans.

## Travelling Showperson need

- 7.9 There is a need for 5 additional plots over the period to 2039/40.

## Future updating

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

# Appendix A: Gypsy and Traveller Fieldwork Questionnaire used in 2020 study

	Date and Time			
	Site Reference			
	Address			
	General Data Protection Regulation (2018) and Data Protection	GDPR came into effect from 25th May 2018. This provides new rights for EU citizens to control personal data held about them by organisations		
		This study is being done for Newcastle under Lyme and Stoke on Trent Councils to identify if there is a need for more pitches in the Council area. A report will be prepared based on the findings of these surveys. The information you provide will not be used for any other purpose.		
		The information you provide will not be used to identify you personally, will be kept strictly confidential and not passed onto anyone		
	Can you please say if you are happy to carry on with the questionnaire on this basis?	Yes	No	
1	Pitch/Property Type			
2	No. Statics/mobiles/bricks and mortar			
3	No. tourers			
4	Description of pitch occupancy			
5	No. households			
6	No. concealed households			
7	No. doubled up hhs			
8	Anyone else use this pitch as their home? If so, who			
9	<b>Household characteristics</b>			
		<b>Gender</b>	<b>Age</b>	<b>Relationship to respondent</b>
	Respondent			
	Person 2			
	Person 3			
	Person 4			
	Person 5			
	Person 6			
	Person 7			
	Person 8			
10	Ethnicity			
11	How many bedspaces are there on your pitch?			
12	Overcrowding of home	Y / N		
13	Overcrowding of pitch	Y / N		
14a	Thinking back to when you were 15, were you living on a site, on the roadside or living in bricks and mortar housing	S, R, B&M		
14b	Where were you living? Record district/settlement name			
	<b>Travelling questions</b>			
	In 2015, the Government changed its definition of Gypsies and Travellers for planning purposes. To be recognised as a Gypsy Traveller you or someone in your household has to travel. I'm now going to ask a few questions about whether you or someone in your household travels			
15	In the last year have you or someone in your household travelled	Y / N		
16	Previous to the last year, did you or someone in your household travel?	Y / N		
17	Reason(s) for travelling			
18	Do you or a member of your household plan to travel next year?	Y / N		
19	Do you think you or a member of your household will travel each year for the next five years and/or beyond	Y / N		
20	What reasons do you or your household have for not travelling now or in the future?			

<b>Future moving intentions</b>					
21	Are you planning to move in the next 5 years?	Y / N			
22	Where are you planning to move to? (Private Site in District, Council Site in District, Outside District (if so where), Bricks and Mortar				
23	What type of dwelling (caravan, trailer, house, flat, bungalow)				
24	Emerging households: Are there any people in your household who want to move to their own pitch in the next 5 yrs?	Y / N			
		HH1	HH2	HH3	HH4
25	Where are they planning to move to? (Bricks and Mortar housing, Private Site in District, Council Site in District, Outside District (if so where)				
26	What type of dwelling (caravan, trailer, house, flat, bungalow)				
27	Have they travelled / plan to travel	Y/N	Y/N	Y/N	Y/N
28	Scope to expand site	Y / N			
29	No. additional pitches				
30	Scope to intensify pitches	Y / N			
31	No. additional pitches				
32	Is there a need for transit pitches (for people stopping over temporarily) in the district?	Y / N			
33	If so, how many are needed?				
34	Who should manage them (Council, Traveller Community)				
35	Is there a need for more authorised pitches ( for people to live on all the time?)	Y / N			
36	If so, how many are needed?				
37	How many years have you lived here?		<b>If less than 6 years, please ask supplementary questions</b>		
38	Are there any vacant pitches on the Site which could be used by another family? If so how many pitches				
39	Do you know anyone in bricks and mortar housing looking to live on a Site? If so, can you provide contact details				
40	Do you own any land or know of anywhere within the district which could be considered for development as a site?				
<b>Supplementary questions if relevant</b>					
41	Where did you move from? (District)				
42	Were you living on a Private Site, Council Site, Roadside or Bricks and Mortar housing?				
43	When you moved here, was the pitch vacant, a new pitch or was the pitch sub-divided				
44	What were the reasons for moving here?				
45	Did you already have a connection with the area (e.g. family or friends living here; or you used to live here?)				

Note: A similar questionnaire was prepared for Travelling Showpeople, replacing 'pitch' with 'plot' and 'site' with 'yard'

## Appendix B: Glossary of terms

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

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

**CRE:** Commission for Racial Equality.

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

**Gypsies and Travellers:** Defined by DLUHC *Planning policy for traveller sites* (December 2023 as “Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family’s or dependants’ educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of travelling showpeople or circus people travelling together as such”). The planning policy goes on to state that, “In determining whether persons are “gypsies and travellers” for the purposes of this planning policy, consideration should be given to the following issues amongst other relevant matters: a) whether they previously led a nomadic habit of life b) the reasons for ceasing their nomadic habit of life c) whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances”.

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

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

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

**Plot:** see pitch

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

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

**Romany:** Member of one of the main groups of Gypsies and Travellers in England. Romany Gypsies trace their ethnic origin back to migrations, probably from India, taking place at intervals since before 1500. Gypsies have been a recognised ethnic group for the purposes of British race relations legislation since 1988 (CRE V Dutton).

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

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

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

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

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

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

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

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

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

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

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

**Yards:** Showpeople travel in connection with their work and therefore live, almost universally, in wagons. During the winter months these are parked up in what was traditionally known as ‘winter quarters’. These ‘yards’ are now often occupied all year around by some family members.