

Gypsy and Traveller and Travelling Showperson Accommodation Assessment 2022/23

Coventry City Council

Final Report

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Executive Summary

Introduction

The Coventry City Council Gypsy and Traveller Accommodation Assessment (GTAA) 2022/23 provides the latest available evidence to identify the needs of Gypsies and Travellers across the city.

The 2022/23 GTAA has included:

- A review of existing (secondary) data.
- Stakeholder consultation with professionals such as council officers, health and police representatives; and
- A household survey of Gypsy and Traveller families living on pitches in Coventry City.

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

Population and current accommodation provision

The 2011 census reported a population of 146 people living in Coventry who identify as 'White: Gypsy or Irish Traveller' and 49 households where the Household Reference Person had a 'White: Gypsy or Irish Traveller' ethnicity. Of these 0 lived in a caravan and 146 in bricks and mortar housing. The 2021 census reports a population of 294 but this could simply reflect people more willing to identify as Gypsy and Traveller rather than an increase in population. 2021 census household data is not yet published.

The bi-annual DLUHC Traveller caravan count has reported an average of 17 caravans on sites in Coventry over the last 7 counts (Jan 2018 to Jan 2022). All were on private sites. The site at Siskin Drive was not occupied during this period.

Planning policy requirements for needs assessments

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

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

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

‘Cultural’ and ‘PPTS need’

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

Analysis of the travelling behaviour of households or emerging households planning to move residential location indicates that 100% meet the nomadic habit of life/travelling behaviour criteria set out in PPG.

In October 2022, the Court of Appeal declared the PPTS to be discriminatory as the criteria excludes larger numbers of Gypsies and Travellers living in caravans who need a place to live. The arc4 calculation of PPTS need excludes those unable to travel due to health, age or other family circumstances.

Plan periods

Need has been assessed in three five year increments to 2041 to enable the Council to plan for meeting the needs over the Local Plan period.

Gypsy and Traveller pitch requirements

Overall need

For the period (2022/23 to 2040/41) the GTAA has identified the following Gypsy and Traveller pitch needs: a cultural need of 6 pitches of which the PPTS need is 6 pitches. Needs figures are broken down into time periods as show in Table ES1.

Table ES1 Gypsy and Traveller pitch need: Coventry 2022/23 – 2040/41

Period	Cultural need	Of which: PPTS NEED
5yr Authorised Pitch Shortfall (2022/23 to 2026/27) (A)	-2	-2
Longer-term need		
<i>Over period 2027/28 to 2031/32</i>	2	2
<i>Over period 2032/33 to 2037/38</i>	4	4
<i>Over period 2037/38 to 2040/41</i>	2	2
Longer-term need TOTAL 2027/28 to 2040/41	8	8
NET SHORTFALL 2022/23 to 2040/41	6	6

Meeting the need

There is currently one private site in Coventry which accommodates 5 households across 8 pitches. The former council site at Siskin Drive is currently being redeveloped to provide 12 pitches.

Transit site/stop over need

There is currently no provision to address transit need but given unauthorised encampment activity, the Council will need to consider appropriate responses. These include transit pitches, stopover places and negotiated stopping arrangements. It is recommended that the Council works to identify land for negotiated stopping (See <https://www.negotiatedstopping.co.uk> for further details) to help meet unauthorised encampment need (conclusions to be confirmed with evidence of unauthorised encampment activity).

Travelling Showperson plot requirements

There are currently no Travelling Showperson yards in Coventry. The only Travelling Showperson yard in Warwickshire is located in Nuneaton and Bedworth Borough.

Policy recommendations

The Local Plan should recognise an overall cultural need for 6 Gypsy and Traveller pitches of which 6 is from households who meet the PPTS household definition over the period to 2040/41. This assumes that the site at Siskin Drive is developed within 5 years and provides 12 pitches.

It is recommended that the Council develops negotiated stopping arrangements to meet the short-term transit needs of households moving through Coventry.

1. Introduction

Overview

- 1.1 In October 2022 arc4 was commissioned by Coventry City Council to prepare the 2022/23 Gypsy and Traveller Assessment (GTAA). The GTAA is part of the evidence base informing the preparation of the Local Plan.
- 1.2 The overall scope of the study is to ensure that the Council has a robust evidence base to determine an appropriate level of residential pitch and transit provision over the period to 2041 and to identify the accommodation needs of Gypsies and Travellers to meet both the Planning Policy for Traveller Sites (PPTS) - defined need and the Council's obligations under section 124 of the Housing and Planning Act 2016. This then informs the need to identify:
- a supply of specific deliverable sites to provide five years' worth of sites against their locally set targets in the Local Plan; and
 - a supply of specific, developable sites or broad locations for growth for years 6 to 10, where possible, for years 11-15 having regard to the Local Plan.

Who the study covers?

- 1.3 The GTAA 2023 adopts the definition of 'Gypsies and Travellers' set out within the PPTS, which was published by the government in August 2015. This sets out the following definition of 'Gypsies and Travellers':
- 'Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily, but excluding members of an organised group of Travelling Showpeople or circus people travelling together as such'* **(MHCLG Planning policy for traveller sites August 2015 Annex 1, para 1.)**
- 1.4 In addition, PPTS 2015 provides the following 'clarification' for determining whether someone is a Gypsy or Traveller:
- 'In determining whether persons are "gypsies and travellers" for the purposes of this planning policy, consideration should be given to the following issues amongst other relevant matters:*
- a) *whether they previously led a nomadic habit of life*
 - b) *the reasons for ceasing their nomadic habit of life*
 - c) *whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances.'* **(MHCLG Planning policy for traveller sites August 2015 Annex 1, para 2)**
- 1.5 The following definition of 'Travelling Showpeople' is set out in PPTS 2015:
- 'Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family's or dependants' more localised pattern of trading, educational or health needs or old age have ceased to travel*

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

1.6 In addition:

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

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

1.8 In October 2022, the Court of Appeal declared the PPTS to be discriminatory as the criteria excludes large numbers of Gypsies and Travellers living in caravans who need a place to live. The 2015 PPTS stated that Gypsies and Travellers who have permanently stopped travelling for work due to a disability, long-term health condition or age will not get planning permission to stop on their own land and will not have their accommodation needs assessed and met through the PPTS. The Court of Appeal ruled that *‘the nature of the discrimination...was the negative impact on those Gypsies and Travellers who had permanently ceased to travel due to old age or illness, but who lived or wanted to live in a caravan. This discrimination was inextricably linked to their ethnic identity.’* The Court of Appeal concluded that the Government had failed to justify the discrimination involved in the new definition.

1.9 The Government has not challenged the Court of Appeal decision and the PPTS will need to be updated. However, at the time of preparing this GTAA, the NPPF and PPTS have not been updated. The study therefore presents an overall cultural need and also considers PPTS need based on the 2015 definition and the impact of the Court of Appeal decision.

Report structure

1.10 The GTAA 2022/23 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 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 and transit requirements:** focuses on current and future pitch requirements. This chapter includes a detailed assessment of drivers of demand, supply and current shortfalls across Coventry.
- **Chapter 7 Conclusion and strategic response:** concludes the report, providing brief summary of key findings and recommendations.

1.11 The report is supplemented by the following appendices:

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

2. Policy context

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

Government policy and guidance

- 2.3 The 2021 National Planning Policy Framework states in Paragraph 62 *‘the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies’*. It then lists a number of groups including Travellers. A footnote to the paragraph states *‘Planning Policy for Traveller Sites sets out how travellers’ housing needs should be assessed for those covered by the definition in Annex 1 of that document’*.
- 2.4 The 2015 Planning Policy for Traveller Site (PPTS) document states that *‘local planning authorities should make their own assessment of need for the purposes of planning’* and *‘ensure that their Local Plan includes fair, realistic and inclusive policies’* and *‘to increase the number of traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply’*.
- 2.5 Policy A of the 2015 PPTS relates to evidence needed to plan positively and manage development. This states *‘in assembling the evidence base necessary to support their planning approach, local planning authorities should:*
- *pay particular attention to early and effective community engagement with both settled and traveller communities (including discussing travellers’ accommodation needs with travellers themselves, their representative bodies and local support groups);*
 - *co-operate with travellers, their representative bodies and local support groups; other local authorities and relevant interest groups to prepare and maintain an up-to-date understanding of the likely permanent and transit accommodation needs of their areas over the lifespan of their development plan, working collaboratively with neighbouring local planning authorities; and*
 - *use a robust evidence base to establish accommodation needs to inform the preparation of local plans and make planning decisions’*.
- 2.6 In the absence of further guidance on preparing GTAAs, the methods adopted by arc4 reflect Policy A of the PPTS; build upon those methods established through previous guidance; our practical experience and findings from planning inquiries and appeals.
- 2.7 The calculation of pitch/plot requirements is based on established 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 Paragraph 62 of the 2021 NPPF recognises the need to assess a range of community needs including those of Travellers. Government policy encourages authorities to meet the needs of all Gypsies and Travellers. The PPTS is used to plan for the accommodation needs of those Gypsies and Travellers who continue to lead a nomadic habit of life, even if they are temporarily not travelling. The NPPF is used to plan for the accommodation needs of those Gypsies and Travellers that no longer lead a nomadic habit of life. In both respects policy requires need to be assessed and then a five-year supply of sites to meet that need to be identified as part of the Local Plan. This approach also reflects the Council's obligations under the Human Rights Act 1998, the Equalities Act 2010 and the Housing and Planning Act 2016 section 124. The GTAA considers the broader need from all Gypsies and Travellers regardless of their nomadic habit of life patterns as 'cultural need'. A subset of this need is the need from households who meet the PPTS nomadic habit of life criteria.
- 2.14 As referenced in the introduction to this report, in October 2022, the Court of Appeal declared the PPTS to be discriminatory as the criteria excludes large numbers of Gypsies and Travellers living in caravans who need a place to live. This study therefore focuses on overall cultural need but also considers PPTS need as set out in PPTS 2015 which has not yet been updated.
- 2.15 Our assessment methodology is set out in Chapter 3 and the outworking of this approach for Coventry is set out in Chapter 6.

Responding to challenges

2.16 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 requirement of the NPPF and based on an established methodology which regularly withstands scrutiny at planning inquiries and hearings.
- 3.2 The methodology has comprised:
- a desktop analysis of existing documents, including data on pitches / sites, plots / yards and unauthorised encampments;
 - the collection of primary data, including household interviews with Gypsies and Travellers living on sites and a consideration of need from bricks and mortar households; 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 borough.
 - Phase 3: Needs assessment and production of the GTAA 2023 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 in Coventry. 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. Site visits and interviews took place during November 2022 and contacted households were left with a leaflet explaining the work.
- 3.6 Regarding the PPTS definition, the questionnaire asks if households have been travelling in the preceding year or within the past five years and/or intend to travel in the next year or in any year in the next five years. Note that households who cannot travel due to age or health limitations are excluded from analysis. If eligible households answer 'yes' to either question the household meets the travelling criteria set out in PPTS. By contrast, all

households identifying as part of the Gypsy and Traveller or Travelling Showpeople community are contained within a broader 'cultural' definition.

- 3.7 Analysis of the travelling behaviour identifies that 100% of existing households and 100% of households planning to form meet the nomadic habit of life / travelling behaviour criteria set out in PPTS. These households meet the criteria by either travelling within the past five years and/or intend to travel in the next year or in any year in the next five years. Given the previous national lockdown restrictions, very few households were able to travel during 2020-2021 therefore travelling in that year has not been considered in the assessment of travelling behaviour. This is discussed further in the analysis in Chapter 7.

Phase 3: Needs assessment and production of report

- 3.8 A detailed explanation of the 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 and Traveller population and existing provision of pitches.

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

2011 Census population and household estimates

- 4.2 The 2011 Census (Tables 4.1 and 4.2) identified a total of 146 people in 49 households in Coventry with a Household Reference Person who identified as having a White Gypsy or Irish Traveller ethnicity (this is the census definition used to identify as having a Traveller heritage). 100% of households who identified as Gypsy/Traveller lived in bricks and mortar accommodation and 0% lived in caravans.

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

Local Authority	Total: Accommodation type	House or bungalow	A flat, maisonette or apartment	A caravan or other mobile or temporary structure
Coventry	146	124	22	0

Source: 2011 Census CT127

Table 4.2 Households identifying as Gypsy Traveller by accommodation type

Local Authority	Total: Accommodation type	House or bungalow	A flat, maisonette or apartment	A caravan or other mobile or temporary structure
Coventry	49	36	13	0

Source: 2011 Census CT0128

2021 Census population

- 4.3 Population estimates were published in late November as part of the roll out of census data. The Gypsy and Traveller population is reported as 294 but no data on the number of households and accommodation type is available at present as the 2021 results are not yet published. The change in number could simply reflect people more willing to identify as Gypsy and Traveller rather than an increase in population.

Caravan Count information

- 4.4 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.

- 4.5 The figures for the last 7 Traveller caravan counts for Coventry are set out in Table 4.3. Data shows an average of 17.1 caravans across the area during the period Jan 2018 to Jan 2022 which were all located at the private site at Burbages Lane.

Table 4.3 Bi-annual Traveller caravan count figures January 2018 to January 2022: Coventry

Date	Authorised sites with planning permission	Authorised sites with planning permission	Unauthorised sites without planning permission	Total
	Social Rented	Total Private	Total Unauthorised	
Jan-18	0	23	0	23
Jul-18	0	22	0	22
Jan-19	0	15	0	15
Jul-19	0	16	0	16
Jan-20	0	16	0	16
Jul-21	0	14	0	14
Jan-22	0	14	0	14
7-Count Average (Jan 18 - Jan 22)	0	17.1	0	17.1
7-Count % Average* (Jan 18- Jan 22)	0%	100%	0%	100%

Source: DLUHC Traveller Caravan Count, Live Table

*Counts not taken in July 2020 or Jan 2021 due to the COVID pandemic

Local sites

- 4.6 There is one private site in Coventry (Table 4.4) of 8 pitches which accommodates 5 households living across the 8 pitches. A former council site at Siskin Drive is currently being redeveloped by Rooftop Housing Association with planning permission approved for 12 pitches. There are no Travelling Showperson yards in Coventry.

Table 4.4 List of sites in Coventry

Site Code	Site Name and Address	Planning status	Total pitches	Total occupied pitches	Total vacant pitches	Total households	Achieved household interviews	Non-response Total	Non-response Refusal	Non-response Not available
Priv1	Mill Park Caravan Site, Burbages Lane, Coventry, CV6 6AY	Private Authorised	5	5	0	5	4	1	1	0

5. Household survey and stakeholder findings

Gypsy and Traveller households living and associated with Coventry

- 5.1 Normally GTAA's would report the findings of the household survey. Given that only five main household groups were interviewed and engaged with the study, it would be inappropriate to present detailed information. What can be said is that:
- All households are currently living on a private site at Burbages Lane and want to stay on the site.
 - 4 out of 5 households were successfully interviewed.
 - There are an additional 5 households who are related to the families on the site who would like to move back to the family site. This includes some in bricks and mortar and some living elsewhere in the country. Their needs have been factored into the needs modelling.
 - All households identified as being Travellers and all met the PPTS nomadic habit of life test.
 - The household survey identified 13 people living on pitches at Burbages Lane. Their age profile was 38.5% under 18, 23.1% 18 to 30 and 38.5% 40 or over.

Stakeholder summary

- 5.2 As part of our research, arc4 contacted a range of stakeholders to obtain feedback on Gypsy and Traveller matters which is now summarised. Stakeholders contacted included council officers, health and police representatives. Please note these are the views of stakeholders and not necessarily the views of the Council or arc4.

Residential Pitch Need

- 5.3 Stakeholder views on the need for permanent residential pitches;
- Stakeholders felt unable to comment or not in a position to comment.
 - It was difficult for some to comment due to limited prior knowledge of any GTAA study undertaken.
- 5.4 In terms of potential locations for permanent sites, stakeholders identified the following;
- On sites that meet the standard criteria acceptability for meeting this particular facet of housing need.
- 5.5 Key points raised by stakeholders with regards to potential barriers to permanent sites;
- Availability of appropriate land.

- Planning issues facing Coventry are similar to those found in a number of authorities.
- The Travelling community want access to the road network such as the M69, A46, M6.
- Sites well placed for access to the strategic road network are often located in the green belt where it is very hard to gain planning permission for development.
- 'Barriers' are normally the misconceptions, concerns and protests of the public that are nearest to any proposed sites.

Unauthorised encampments and the need for temporary provision

5.6 Stakeholders make specific reference to unauthorised encampments and the need for temporary provision:

- An unauthorised encampment has a detrimental effect on the Street Enforcement Service.
- In managing the communication, carrying out procedural and legal work, one encampment can easily fully occupy one service manager and two officers for the duration.
- The Street Enforcement Service is at its busiest in the period from Easter until late Autumn; this corresponds with the busiest period of unauthorised encampments and also, it is that part of the year where our officers wish to take annual leave.
- The net result is that our responses to dealing with other service issues are delayed and officers work caseloads increase dramatically as work 'backs up'.
- Unauthorised encampments produce considerable work for colleagues in legal services, Corporate Property Management and Street Pride (who clear and disinfect the site afterwards).
- There are considerable costs for colleagues in Street Pride and Highways in protecting large parcels of land with barriers and bunds plus the inherent cost in maintaining these defences.
- We can be hit with more than one encampment at different locations in the same time period, which has an impact of other service provision, with the time devoted to each site.
- The legal powers usually result in an eviction in four to five working days.
- Figures on unauthorised encampments between 2017 and 2022 by month are listed in Table 5.1.

Table 5.1 Summary of caravans on unauthorised encampments 2017 to 2022 (month and number)

Year	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
2017	0	0	0	4	16	7	15	6	1	1	4	1
2018	0	3	0	4	10	2	4	5	3	1	0	0
2019	2	0	0	4	4	1	4	7	3	1	0	0
2020	2	0	0	0	0	3	25	7	6	5	5	0
2021	2	2	1	1	4	14	10	27	1	4	1	0
2022	0	0	3	2	4	0	9	4	10	8	0	0

Source: Coventry City Council

5.7 Stakeholder views on transit sites in Coventry:

- Part of the definition that makes Gypsy and Travellers a separate group is the need to travel and therefore transit sites, which enable movement, are needed.
- Having a transit site would open up police powers to move encampments to a transit site allowing us to direct Travellers to a more suitable site.
- Without a transit site we can often end up playing 'cat and mouse' with the Travelling community and it is not unusual for us to experience three or four incursions from the same group of Travellers before they finally leave the city.
- They are faced with political inertia with previously identified sites in the city that could host a transit site.
- 30 to 35 pitches are needed to cater for the larger Travelling communities.

5.8 Stakeholder views on temporary stop-over places in Coventry:

- Experience from other local authorities who have allowed temporary sites shows the area can be abused with heightened local tensions and wider anti-social behaviour.
- Whenever Travellers 'land' in Coventry, there is pressure to move them on.
- Evicting quickly is a better route.
- This has not and will not be considered. Experience has shown that this is often abused and does not have political support in Coventry.
- Questioning Travellers within Nuneaton and Bedworth Borough Council (NBBC) who have thought they were within Coventry City Council (CCC); therefore this may indicate a need for transit or negotiated sites within CCC.

- 5.9 Regarding barriers to transit provision, stakeholders commented;
- Hostility from the settled community.
 - 'Barriers' are normally the misconceptions, concerns and protests of the public that are nearest to any proposed sites.
 - Availability of suitable land.
 - Protection of greenbelt locations.
 - Political barriers.
 - We routinely evict Travellers relatively quickly. This gives the impression to elected members that we 'manage' the situation but there is a large opportunity cost.

Gypsies and Travellers in bricks and mortar/residential sites accommodation

- 5.10 Comments received from stakeholders regarding Gypsies and Travellers in bricks and mortar / residential sites accommodation:
- Awareness of a few areas in the city in which the Traveller community reside in residential dwellings.
 - Not specifically aware but this is often the case.
 - Have seen some of the pitches when passing through CCC.

Access to facilities, services and unmet needs

- 5.11 Stakeholders were not able to comment on the access to facilities, services and unmet needs.

Movement of Gypsy and Traveller households

- 5.12 Stakeholders understanding of regular movements of Gypsies and Travellers from the City of Coventry to other neighbouring areas:
- Awareness of movements around the region, but unknown whether these are regular movements.
 - Travellers will move to neighbouring authorities that border the city usually Warwickshire and the wider West Midlands conurbation.
 - Not sure, we are awaiting the findings of a GTAA study for south Warwickshire which should furnish us with such information.
 - Probably 90% of the Travellers in Coventry are from the Irish Republic and in particular southern Ireland.

Duty to co-operate

- 5.13 Neighbouring authorities were asked if the stakeholder survey contributed to the Duty to Cooperate with neighbouring authorities as set out in Section 33A of the Planning and Compulsory Purchase Act:
- Nuneaton and Bedworth Borough Council (NBBC): Yes, meets DtC.

It would be good to have a region wide study of need especially as Travellers will often pass / stay within the region.

- Rugby Borough Council: Yes

I would agree this contributes to Coventry meeting its Duty to Cooperate requirements.

- Warwick District Council: Yes

Always willing to co-operate where mutually beneficial

Key messages for the GTAA

5.14 Stakeholders were asked what were the key points they would like to raise in the GTAA. Points raised were:

- Meeting the need identified.
- To provide a suitable transit site; we cannot stop Travellers coming to Coventry as there is a considerable amount of work for them which is a big driver.
- There may be an opportunity to work collaboratively with Warwick District Council.

6. Gypsy and Traveller pitch and transit site requirements

Introduction

- 6.1 This section reviews the overall pitch requirements of Gypsies and Travellers across Coventry. 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 'cultural' need and within this, the PPTS need which refers to those households who met the PPTS planning definition.

Gypsy and Traveller pitch requirement model overview

- 6.4 Pitch need is assessed for two time periods. A short-term 5-year model looks at need over the next five years (2022/23 to 2026/27). A longer-term model looks at need over the remainder of the plan period (to 2040/41) 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);
 - existing households planning to move in the next five years (currently on sites and also from bricks and mortar) and where they are planning to move to; and
 - emerging households currently on sites and planning to emerge in the next five years and stay within the study area on a pitch; to derive a figure for total pitch need.
- 6.6 In terms of **supply**, the model considers:
- total supply of current occupied 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 cultural need over the period to 2040/41. This is based on the age profile of children under 13 living in Gypsy and Traveller households on pitches (the longer-term model).
- 6.9 The likely pitch need from households meeting the PPTS definition is also calculated.

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

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

Need

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

- 6.11 There are currently 5 households living on pitches in Coventry.

Current households in bricks and mortar accommodation (2)

- 6.12 The 2011 Census suggested there were no households living in bricks and mortar accommodation across Coventry. However, the household surveys identified two households living in bricks and mortar who would prefer to live on the family site. The council are also aware of Gypsy and Traveller households on the housing register but due to small numbers and GDPR further information was not provided. However, the GTAA does make specific allowance of movement from bricks and mortar to pitches.

Weighting

A total of 4 out of 5 households were interviewed with one refusal to participate. The needs analysis is therefore weighted by 1.25 (5 divided by 4).

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

- 6.13 This was derived from the 2022 household survey respondents. Of the 5 households (weighted) none planned to move in the next 5 years. However, extended family wanted to move back to live on the private site which included 2.5 households (weighted) living in bricks and mortar accommodation and 3.8 households (weighted) living elsewhere in England and Wales.
- 6.14 The factors presented in section 3 of the model result in an overall net requirement of +6.3 pitches from existing households planning to move in the next 5 years to a pitch.

Emerging households (4)

- 6.15 This is the number of households expected to emerge in the next 5 years based on 2022 household survey information. The total number is +3.75 (weighted). This includes need from people currently living on pitches aged 13 or over and from within bricks and mortar households wanting to move on to a site. If young people aged 18 and over were living with family and have not specified that

they want to form a new household, this is assumed to be through choice and the model does not assume they want to form a new household.

Total need for pitches (5)

- 6.16 This is a total of existing and emerging households planning to move to a pitch. The total need is for 15 pitches (row 5).

Supply

Current supply of authorised pitches (6)

- 6.17 There are currently 5 authorised pitches on Burbages Lane. Modelling also includes an expected supply of 12 pitches following the redevelopment of Siskin Drive.

Reconciling supply and need

- 6.18 There is a total need over the next five years (2022/23 to 2026/27) for 15 pitches in Coventry (Table 6.1) compared with a supply of 17 authorised pitches. The result is an overall cultural need shortfall of -2 pitches.

Table 6.1 Summary of demand and supply factors: Gypsies and Travellers – 2022/23 to 2026/27

CULTURAL NEED		Coventry	
1	Households living on pitches	1a. On Council Site	0
		1b. On Private Site - Authorised	5
		1c. Unauthorised	0
		1d. Total (1a to 1c)	5
2	Estimate of households living in bricks and mortar accommodation	2011 Census	0
3	Existing households planning to move in next 5 years	Currently on sites	
		3a. To another pitch/same site (no net impact)	0
		3b. To another site in district (no net impact)	0
		3c. From site to Bricks and Mortar (-)	0
		3d. To site/bricks and mortar outside borough	0
		Currently in Bricks and Mortar	
		3e. Planning to move to a site in LA (+)	2.5
		3f. Planning to move to another B&M property (no net impact)	0
		In-migrant households	
		3g. Allowance for in-migration (+)	3.8
	3h. TOTAL Net impact (3e+3g-3c-3d)	6.25	
4	Emerging households (5 years)	4a. Currently on site and planning to live on current site	1.25
		4b. Current on site and planning to live on another site in the borough	0
		4c. Currently on site and planning to live outside the borough (no net impact)	0
		4d. Currently in B&M planning to move to a site in LA (+)	2.5
		4e. Currently in B&M and moving to B&M (no net impact)	0
		4f. Currently on Site and moving to B&M (no net impact)	0
		4g. TOTAL (4a+4b+4d)	3.75
5	Total Need	1d+3h+4g	15
SUPPLY			
6	Current supply of authorised pitches	6a Current supply of authorised pitches	5
		6b. New authorised pitches (from the redevelopment of Siskin Drive)	12
		6c. Total current authorised supply (6a+6b)	17
RECONCILING NEED AND SUPPLY			
7	Total need for pitches	5 years (from 5)	15
8	Total supply of authorised pitches	5 years (from 6c)	17
RECONCILING NEED AND SUPPLY			
		5 YEAR AUTHORISED PITCH SHORTFALL 2022/23 TO 2026/27	-2

Reconciling supply and need

- 6.19 There is a total need over the next five years (2022/23 to 2026/27) for 15 pitches in Coventry (Table 6.1) compared with a supply of 17 authorised pitches. The result is an overall cultural need shortfall of -2 pitches. However, it should be appreciated that the need arising from the extended family at Burbages Lane site is most likely to want to be met through the physical expansion of that site and not by the pitches at the redeveloped Siskin Drive site.

Longer-term pitch requirement modelling

- 6.20 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.
- 6.21 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 2027/28 to 2040/41. 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 Coventry. This approach has been tested at inquiry and the assumption has been corroborated by several Travelling interviewees. Analysis would suggest a total cultural need for 8 additional pitches over the period 2027/28-2040/41 (Table 6.2).

Table 6.2 Future pitch requirements based on the assumption that 50% of children will require a pitch in Coventry

Time period	No. children	No. pitches (rounded)
2027/28 to 2031/32 (5 years)	4	2
2032/33 to 2036/37 (5 years)	8	4
2037/38 to 2040/41 (4 years)	4	2
Total (2027/28 to 2040/41)	16	8

Planning Policy for Traveller Site definition

- 6.22 Analysis of household survey data has been carried out to assess the extent to which households meet the nomadic habit of life test of the PPTS. Analysis establishes that:
- All households interviewed and extended households wanting to move back to the family site meet the PPTS nomadic habit of life.
 - It follows that all children in these households who are expected to move on to a pitch also meet the PPTS nomadic habit of life test.
- 6.23 Based on this analysis and to positively plan for Gypsy and Traveller pitch needs, modelling assumes that 100% of existing and emerging households planning to move meet the PPTS nomadic habit of life test.

Overall plan period pitch need

- 6.24 Table 6.3 summarises the overall need for pitches across Coventry over the plan period 2022/23 to 2040/41. It presents the overall cultural need based on households identifying as Gypsy and Traveller and a PPTS need which is a subset of the cultural need and represents households who meet the PPTS nomadic habit of life definition. Need has been assessed over a short-term 2022/23 to 2026/27 and longer-term 2027/28 to 2040/41 period. The overall need is 6 pitches of which 6 is PPTS need and 0 is non-PPTS need. The main drivers of need in the first five years is from in-migration and movement from bricks and mortar.
- 6.25 Note that in the first 5 years, there is technically sufficient capacity to meet need once the site at Siskin Drive is redeveloped. However, the specific needs identified in the GTAA relate to the extended family living on the Burbages Lane site and the preference is to move to that specific site.

Table 6.3 Gypsy and Traveller pitch need 2022/23 to 2040/41

Time period	Cultural need	Of which: PPTS NEED
5yr Authorised Pitch Shortfall (2022/23 to 2026/27) (A)	-2	-2
Longer-term need		
Over period 2027/8 to 2031/32 (B)	2	2
Over period 2032/33 to 2036/37 (C)	4	4
Over period 2037/38 to 2040/41 (D)	2	2
Longer-term need TOTAL 2027/28 to 2040/41 (14 years) E=(B+C+D)	8	8
NET SHORTFALL 2022/23 to 2040/41 (A+E) (14 years)	6	6

Potential capacity for Gypsy and Traveller pitches on existing sites

Turnover on sites

- 6.26 GTAAs usually consider turnover on council/housing association sites as part of supply. As there are currently no such sites in Coventry, turnover is not considered.

Regularisation of existing sites

- 6.27 As there are no unauthorised sites in Coventry, this is not a consideration in this modelling.

Vacant pitches on private sites

- 6.28 There are currently no pitches on private sites that are vacant.

Potential expansion of sites

- 6.29 There is the potential to expand the site at Burbages Lane by 5-6 pitches to accommodate extended family need.

Tenure preferences

- 6.30 Existing households planning to move and new households expecting to form were asked about tenure preferences. For households considering a move to a pitch, the preference was to live on a private family site.

Transit requirements

- 6.31 There are a number of ways to deliver temporary places where Travellers can stop whilst passing through a local authority area. These include transit sites, stop over areas and negotiated stopping.
- 6.32 An indicator of transit need is unauthorised encampment activity. Over the period 2017 to 2021, there were 42 recorded incidences of unauthorised encampment activity (Table 6.5). Over this period:
- The number of caravans on unauthorised encampments has ranged between 1 and 27.
 - The median number of caravans on an encampment has been 4.
 - The modal number (the most frequently recorded number of caravans) was 4.

Table 6.4 Unauthorised encampment activity 2017 to 2021

Number of encampments recorded	42 encampments	(2017=9, 2018=8; 2019=8, 2020=7; 2021=10)
Number of caravans	Average	5.5
	Median	4
	Mode (most frequent number)	4
	Range	1 to 27

- 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.
- 6.34 The Act gives police increased powers to act and introduces significant penalties (fines up to £2,500, impounding vehicles and prison sentences).
- 6.35 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.
- 6.36 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 of 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.
- 6.37 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.
- 6.38 Negotiated stopping involves councils making an agreement with Gypsies and Travellers on unauthorised encampments. The terms of the agreement can vary but usually include the provision of portaloos, waste disposal, water; the length of the agreement can vary but tends to be around 28 days, and users agree to comply with rules for behaviour and use of the site. Negotiated stopping arrangements can be particularly helpful when supporting larger encampments.
- 6.39 Councils are increasingly adopting flexible options such as temporary stopping areas and negotiated stopping to help meet transit needs. Based on the evidence of unauthorised encampment activity, it is recommended the Council introduces negotiated stopping arrangements to support any future transit need.
- 6.40 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 and water. The length of the agreement can vary but tends to be around 28 days, and users agree to comply with rules for behaviour and use of the site. (see <https://www.negotiatedstopping.co.uk> for more information).

7. Conclusion and response

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

Current accommodation

- 7.2 There are well-established Gypsy and Traveller communities living in Coventry. The 2021 Census reports 294 people identifying as Gypsy and Traveller.

Future residential need

- 7.3 Government policy through the NPPF encourages authorities to meet the needs of all Gypsies and Travellers including those who no longer travel and through the PPTS for those who have a nomadic habit of life.
- 7.4 The overall needs evidenced in this report indicate a total shortfall of 6 pitches (of which 6 is PPTS need and 0 is non-PPTS need) over the plan period 2022/23 to 2040/41. This assumes that 12 pitches at Siskin Drive are developed within 5 years. There is potential to meet this need through the expansion of the existing site at Burbages Lane to meet the family needs associated with that site.
- 7.5 The following suggestions, based on a range of policies from other local authorities and the PPTS could be considered when drafting the Council's policies on new residential pitch provision:
- The site is in a sustainable location in terms of accessibility to services and facilities, including health and schools.
 - The site is suitable in terms of vehicular access to the highway, parking, turning, road safety and servicing arrangements and has access to essential services such as water supply, sewerage, drainage and waste disposal.
 - Appropriate screening and landscaping is included within the proposal to protect local amenity and the environment.
 - The site is not affected by environmental hazards that may affect the residents' health or welfare or be located in an area of high risk of flooding, including functional floodplains.
 - The site promotes peaceful and integrated co-existence between the site and the local community.
 - The site enables mixed business and residential accommodation (providing for the live-work lifestyle of Travellers).
 - The site avoids undue pressure on local infrastructure and services.
 - The proposal is well related to the size and location of the site and respects the scale of the nearest settled community.
 - Proposals make adequate provision for on-site facilities that meet best practice for modern Traveller site requirements, including play areas, storage, provision for recycling and waste management.

Transit site/stop over need

- 7.6 The Council should consider the options for transit provision, particularly in response to the Police, Crime, Sentencing and Courts Act. Given the level of unauthorised encampment activity, it is recommended the Council develop a negotiated stopping policy to support Travellers passing through Coventry.

Future updating

- 7.7 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 and Traveller population in Coventry.

Appendix A: Gypsy and Traveller Fieldwork Questionnaire

	Date and Time			
	Site Reference			
	Address			
	General Data Protection Regulation (2018) and Data Protection	<p>GDPR came into effect from 25th May 2018. This provides rights of people to control personal data held about them by organisations</p> <p>This study is being done for Coventry City Council to identify if there is a need for more residential pitches and transit provision in the area. A report will be prepared based on the findings of these surveys. The information you provide will not be used for any other purpose.</p> <p>The information you provide will not be used to identify you personally, will be kept strictly confidential</p> <p>Can you please say if you are happy to carry on with the questionnaire on this basis?</p> <p style="text-align: center;">Yes No</p>		
1	Pitch/Property Type (and tenure if B&M)			
2	No. Statics/mobiles/chalets or bricks and mortar			
3	No. tourers/caravans			
4	Description of pitch occupancy			
5	No. households			
6	No. concealed households			
7	No. doubled up households			
8	Does anyone else use this pitch as their home? If so, who			
9	Household characteristics			
		Gender	Age	Relationship to respondent
	Respondent			
	Person 2			
	Person 3			
	Person 4			
	Person 5			
	Person 6			
	Person 7			
	Person 8			

10	Ethnicity	
11	How many bedspaces are there on your pitch?	
12	Overcrowding of home	Y / N
13	Overcrowding of pitch	Y / N
14	Thinking back to when you were 15, were you living on a site, on the roadside or living in bricks and mortar housing?	S, R, B&M
15	Where were you living? Record district/settlement name	
Travelling questions		
	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 (nomadic habit of life). I'm now going to ask a few questions about whether you or someone in your household travels	
16	In the last year have you or someone in your household travelled?	Y / N
17	Previous to the last year, did you or someone in your household travel?	Y / N
18	Reason(s) for travelling	
19	Please describe when and where do you travel? (if relevant)	
20	Do you or a member of your household plan to travel next year?	Y / N
21	Do you think you or a member of your household will travel in the next two to five years?	Y / N
22	What reasons do you or your household have for not travelling now or in the future?	
Where you plan to live in the future		
23	Are you planning to move to another place to live in the next 5 years?	Y / N
24	Why are you planning to move ?	
25	Where are you planning to move to? (Same Site, Private Site in District, Council Site in District, Outside District (if so where), Bricks and Mortar housing)	
26	What type of dwelling ? (caravan, trailer, chalet, house, flat, bungalow)	
26a	If pitch, single (one static) or double pitch (for two statics)	
If in B&M housing		
27	If you live in bricks and mortar housing, are you happy to live here or would you prefer to live on a pitch?	Happy Here / Prefer pitch
28	If you would prefer to live on a pitch is this because you have a 'cultural aversion' to living in bricks and mortar (this means it affects your mental health and makes you unhappy/ depressed)?	Y / N

Emerging households					
29	Emerging households: Are there any people in your household who want to move to their own pitch in the next 5 yrs?	Y / N			
		HH1	HH2	HH3	HH4
30	Where are you planning to move to? (Same Site, Private Site in District, Council Site in District, Outside District (if so where), Bricks and Mortar housing				
31	What type of dwelling ? (caravan, trailer, chalet, house, flat, bungalow)				
31a	If pitch, single (one static) or double pitch (for two statics)				
32	Have they travelled / plan to travel ?	Y/N	Y/N	Y/N	Y/N
33	If living in bricks and mortar do you have a 'cultural aversion' to living in bricks and mortar? (this means if affects your mental health and makes you unhappy/ depressed)	Y/N	Y/N	Y/N	Y/N

Additional residential pitches		
34	Scope to expand site (extend the boundary of the site)	Y / N
35	No. additional pitches	
36	Scope to intensify pitches (put more pitches on the existing site)	Y / N
37	No. additional pitches	
38	Are there any vacant pitches on the site which could be used by another family? If so how many pitches	
39	In general, is there a need for more authorised pitches (for people to live on all the time?) in this district?	Y / N
40	If so, now many are needed?	
41	Who should own them (Council, people from the Traveller Community, non-Travellers)	
42	Do you own any land or know of anywhere within the district which could be considered for development as a site?	
Transit and temporary stopover need		
43	Is there a need to provide places where people can stop whilst travelling through the district? This can include transit pitches or stopover places	Y / N
44	Is there a need for transit pitches (for people stopping over temporarily) in the district? A transit pitch is intended for short-term use and usually includes space for two caravans, parking space and access to electricity, a toilet, washing facilities	Y / N
45	If so, how many are needed?	
46	Who should manage them ? (Council, Traveller Community)	
47	Where should they be located?	
48	Is there a need for stopover places? A stopover place is land which can be used on a temporary basis and usually include access to portaloos, waste disposal and water	Y / N
49	If so, how many are needed?	

50	Who should manage them ? (Council, Traveller Community)	
51	Where should they be located?	
Residential history		
52	How many years have you lived here?	
Routing	If more than five years	Go to Q58
	If five years or less	Go to Q53
53	Where did you move from? (District)	
54	Were you living on a Private Site, Council Site, Roadside or Bricks and Mortar housing?	
55	When you moved here, was the pitch vacant, a brand new pitch or had the pitch been created by dividing up an existing pitch?	
56	What were the reasons for moving here?	
57	Did you already have a connection with the area ? (e.g. family or friends living here; or you used to live here?)	
Support needs		
58	Do you or a member of your household have any health-related needs? Could you please explain what they are?	
Final questions		
59	Is there anything else you'd like to tell us about your housing or support needs?	
60	Do you know anyone in bricks and mortar housing looking to live on a pitch? If so, can you provide contact details	

Appendix B: Glossary of terms

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

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

CRE: Commission for Racial Equality.

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

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

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

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

Plot: see pitch

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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