

**Fenland Gypsy and Traveller
Accommodation Needs
Assessment (GTANA) Update
2013**

Final Report - November 2013

Fenland Gypsy and Traveller Accommodation Needs Assessment (GTANA) Update 2013

**This report has been produced by the Cambridgeshire County Council Research and
Performance Team in conjunction with Fenland District Council**

November 2013

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1 Introduction and Executive Summary

- 1.1 This Gypsy and Traveller Accommodation Needs Assessment (GTANA) provides both
 - an assessment of the need for Gypsy and Traveller pitches and Travelling Showmen's plots within the Fenland District area, and;
 - an explanation as to how the identified need is to be provided for.
- 1.2 The study was commissioned to understand the current provision of Gypsy and Traveller and Travelling Showmen sites in the district. This report has been produced by the Cambridgeshire County Council Research and Performance Team in conjunction with Fenland District Council.
- 1.3 The Government introduced the National Planning Policy Framework (NPPF) and a "Planning policy for traveller sites" document in March 2012. This requires each local authority to ensure that the production of their Local Plan and decision making is based on 'adequate, up-to-date and relevant evidence'.
- 1.4 The study updates the Cambridge Sub-Region GTANA 2011 for the Fenland district and provides a local assessment in line with current government guidance. The 2011 GTANA was prepared in the context of the Draft "Planning policy for traveller sites" published in July 2011.
- 1.5 This update retains the methodology of the 2011 GTANA but uses new figures for existing caravans following an up-to-date survey of pitches in the district. The update has also been made more reader friendly than the 2011 document. It is intended to be used as evidence in plan making, planning applications and in planning appeals.
- 1.6 The GTANA uses a modelling based approach which was developed in partnership with Planning, Housing, and Traveller Liaison Officers (TLOs) under the overall auspices of the Cambridge Sub-Regional Housing Board. The modeling was used to produce a sub-regional assessment of the needs of Travellers and Travelling Showmen, which is set out in the Cambridge Sub-Regional GTANA 2011.
- 1.7 The modelling used in this GTANA is the same as that used in the Cambridge Sub-Regional GTANA 2011.
- 1.8 This GTANA update concludes that there will be a need for 139 pitches in Fenland between 2013 and 2031, but that 121 existing pitches will become vacant over the same time through natural turnover.
- 1.9 Fenland District Council has identified four sites where unimplemented planning permissions for Gypsy and Traveller pitches amount to a total unimplemented supply of 19 pitches, all of which can be considered as deliverable within the relatively short term (and certainly within the next 5 years). Using these would mean that the requirement for new pitches was met (and exceeded by 1). As such, no new sites or pitches would be required in the foreseeable future.
- 1.10 For Travelling Showmen there is no identified new need up to 2031. There are only a small number of Travelling Showmen's plots in the district. These tend to be larger than most Gypsy and Traveller pitches, thereby allowing Travelling Showpeople to cater for any future accommodation needs within their own plots. The expectation

from families is that there will be little if any need for new accommodation into the foreseeable future.

1.11 The main summary results are shown in Table 1.

Table 1. The assessed need for new Gypsies and Traveller pitches 2013 to 2031

Period	New Pitches Required	Pitches Available Through Turnover	Net Number of New Pitches Required	Requirements met by Unimplemented Permissions
2013 to 2016 (3 years)	24	21	3	19
2016 to 2021 (5 years)	45	35	10	
2021 to 2026 (5 years)	40	35	5	
2026 to 2031 (5 years)	30	35	0*	0
Total 2013 to 2031	139	126	18	19

Source: See tables in this GTANA update

* rounded up to zero, as cannot be a negative figure

1.12 These figures provide an evidence base to help inform the Council's local planning policy-making, planning decisions, and appeals. The figures are not intended to be taken simply as targets for the Council to provide or enable provision; rather they should be used to inform both the plan making and decision taking process.

1.13 The modelling used in the GTANA has enabled a better understanding of the present and future needs of the Gypsy and Traveller community in the Fenland District Council area. This is considered both good practice as well as being required by national guidance. However, in determining planning applications the Council will ensure that all material considerations are taken into account in reaching a decision about a particular proposal.

1.14 With regard to the main components of this document, Section 2 considers the planning policy background.

1.15 Section 3 provides a background and overview of the methodology used. Section 4 then provides a more in-depth explanation of the methodology.

1.16 Section 5 provides full details as well as a summary of the results of the modeling, whilst Section 6 provides commentary of how this differs from the GTANA 2011.

1.17 Section 7 discusses the accommodation needs of Travelling Showmen.

- 1.18 Section 8 identifies sites in the district that are currently available as Gypsy and Traveller pitches.
- 1.19 Section 9 provides details of references, whilst the five Annexes give further explanation on data sources, assumptions used in the modeling, abbreviations, terminology used in the report, and an initial response to the first draft of the GTANA from the Gypsy and Traveller community in Fenland.
- 1.20 The overriding conclusion of the independent assessment by Cambridgeshire County Council Research Group in this update is that there is a need for 18 new pitches to be provided for in Fenland, especially over the next 5-10 years. However, Fenland District Council has identified a supply of permitted and deliverable sites/pitches which could accommodate in full the need identified which would result in no new sites or pitches being required in the foreseeable future in order to meet a need. It will be for the decision maker to determine, on a case by case basis, whether any planning application proposals for new sites/pitches should be permitted, based on the evidence set out in the application and assisted by this update report.

2 Planning Policy

- 2.1 The Government published the **National Planning Policy Framework (NPPF)** in March 2012 setting out its planning policies for England and how they are expected to be applied. The NPPF replaced a raft of former planning guidance and statements with a single short document.
- 2.2 At the same time (March 2012) the Government published a document entitled **“Planning policy for traveller sites” (PPTS)**. This policy must be taken into account in the preparation of development plans, and is a material consideration in planning application decisions.
- 2.3 The policy advises that local planning authorities preparing plans for and taking planning application decisions on Traveller sites, should also have regard to the policies in the NPPF so far as relevant.
- 2.4 One of the Government’s aims in the PPTS (paragraph 4) in respect of Traveller sites is that local planning authorities should:
- ‘make their own assessment of need for the purposes of planning.’
- 2.5 The PPTS also requires (paragraph 6) that in assembling the evidence base necessary to support their planning approach, local planning authorities should:
- a) 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)
 - b) 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
 - c) use a robust evidence base to establish accommodation needs to inform the preparation of local plans and make planning decisions.
- 2.6 The Council has engaged regularly with the Gypsy and Traveller community within Fenland in the recent past. The Council employs a Traveller and Diversity Manager responsible for strategic Gypsy and Traveller issues. This includes involvement in ethnic minority forums, the County Strategic Traveller Coordination Group, and other partnership groups in the statutory, community and voluntary sectors. There is generally a good grasp of the situation on the ground including being sensitive to relationships between the Gypsy and Traveller and settled communities in key locations.
- 2.7 The Council has taken a proactive approach to providing accommodation for Gypsies and Travellers. It is responsible for running five permanent sites, comprising a total of 67 authorised pitches. It also operates an independently managed site comprising 3 permanent and 9 transit pitches. This was established in 2009 and provides the only transit site provision in Cambridgeshire. The site is run on behalf of the Council via an agent, who comes from a Traveller background.

- 2.8 In collaboration with nine other councils, Fenland was involved in the preparation of the Cambridgeshire area wide GTANA published in 2011. Section 3 provides more detail on its preparation. The 2011 GTANA formed part of the evidence base to assist in the preparation of the Council's emerging Core Strategy, now currently at the submission stage. The results of the GTANA 2011 built on primary and secondary research from a number of sources including the previous needs assessment of 2006 which included a survey of local Gypsies and Travellers (see Annex 1).
- 2.9 As an evidence document the 2011 GTANA has been available for viewing and comment as part of three consultation stages of the Core Strategy and has been on the Council's website since the end of 2011. This GTANA update will also be available on the Council's website as an evidence document.
- 2.10 The Council acknowledges that consultation with a recognised "hard to reach group" can present significant difficulties. However, it has and will continue to consult directly with members of the Gypsy and Traveller community living on sites, in bricks and mortar housing and by the roadside.
- 2.11 The Council has already consulted with the Gypsy and Traveller community on the first draft of this document and the response has been used to inform its preparation. The consultation was spearheaded by Jake Bowers of the Gypsy Media Company, a key contact and spokesperson for the Gypsy and Traveller community in Fenland. This took the form of three focus groups arranged with the help of an additional peer researcher. Participants were then individually asked their views on the GTANA update so that their responses could be included as well as compared and contrasted within the overall consultation process.
- 2.12 English Gypsies and Irish Travellers aged between 18 and 72 were asked a series of open questions about the GTANA update. Two of these focus groups were held on local private Gypsy sites, predominantly home to English Gypsies but included participation from family members living in bricks and mortar housing. A third focus group was held in a village house of a community member.
- 2.13 The interviews took between 20 and 40 minutes and were conducted individually. The interviews were recorded by note taking. Parental consent for interviewing young people under 16 was given. The interviews took place at a time and a location chosen by the interview subject.
- 2.14 The research aimed to consult as wide a variety of Gypsies and Travellers opinions as possible. It represents the views of Travellers from varied locations, and accommodation situations in Fenland. The feedback to the draft is included as Annex 3. The results of the research supported the findings of the GTANA, and the outcomes of the methodology.
- 2.15 As part of the pre-application process for planning permission the Council will discuss the feasibility and sustainability of a site proposed to be developed by the Gypsy and Traveller community. The Council will work collaboratively with the Gypsy and Traveller community to investigate the suitability of a site. The Council considers that this collaborative working can assist both the Travelling community and itself by bringing forward sites that are sustainable.
- 2.16 The NPPF emphasises (in para 158) that a proportionate evidence base should be used in planning and that "Each local planning authority should ensure that the Local

Plan is based on adequate, up-to-date and relevant evidence about the economic, social and environmental characteristics and prospects of the area.”

- 2.17 Guidance for the preparation of a GTANA is set out in the **Gypsy and Traveller Accommodation Needs Assessments - guidance (GTANA guidance) (DCLG, October 2007)**. The GTANA guidance states that the GTANA should provide a robust and credible evidence base:
- ‘Planning Inspectors will require local authorities to produce Gypsy and Traveller Accommodation Needs Assessment reports which are clearly expressed and provide a robust and credible evidence base. These should demonstrate that the assessment process has been conducted properly and fairly, giving details of the methodology used to ascertain levels of need.’
- 2.18 The recurring theme in national planning policy and GTANA guidance is that the GTANA should provide a robust, credible evidence base, at a local level, which should be used to support the development of Local Plans and inform planning applications decisions for Gypsy and Traveller sites.
- 2.19 This GTANA therefore constitutes Fenland District Council’s up-to-date evidence of its local need for Gypsy and Traveller pitches and Travelling Showmen’s plots. The Council considers it to be relevant for informing plan making, deciding planning applications, and if necessary supporting its case at appeal.

3 Methodology – Background and Overview

Part 1 – Background to Methodology

- 3.1 The GTANA uses a population-based model to assess need for permanent provision for Gypsies and Travellers, and for Travelling Showmen. It uses information from existing local primary and secondary sources, including the number of young people of family forming age, and unauthorised caravans recorded in the caravan counts.
- 3.2 This GTANA update uses the same methodology as that developed and accepted as robust by the ten local authorities who were involved in the preparation of the Cambridge Sub-regional GTANA 2011. Those authorities were:
- Cambridge City
 - Cambridgeshire County Council
 - East Cambridgeshire
 - Fenland
 - Forest Heath
 - Huntingdonshire
 - Kings Lynn and West Norfolk
 - Peterborough City
 - South Cambridgeshire
 - St Edmundsbury
- 3.3 The methodology is based on actual counted numbers of caravans on the ground, records of planning permissions, and of young people in the local area. It also uses data from a number of other sources listed in Annex 1.
- 3.4 The methodology also builds on the findings from previous local studies. This includes the Cambridge Sub-regional GTANA 2011 as well as the Cambridge Area Gypsy and Traveller Accommodation Assessment (GTAA) 2006, which involved a survey of local Gypsies and Travellers. The original GTAA was all encompassing in that the researchers employed spoke with more Gypsies and Travellers than any previous GTANA. As such it was very comprehensive. From this strong position a detailed knowledge of existing development, proposed development, and ways to maintain and update this knowledge for practical implementation was established.
- 3.5 For instance a detailed Gypsy Traveller Caravan count is completed twice a year, data is monitored from School/ Traveller Education, and existing stock is utilised when it becomes vacant to meet anyone's accommodation need. There is therefore a managed approach to understanding need and meeting it.
- 3.6 The GTAA 2006 was used to inform the Regional Spatial Strategy (RSS) East of England Plan 2008, although the RSS has since been revoked. In addition the 2006 GTAA study proved useful as a comparison in developing the methodology for the GTANA 2011 and this update.
- 3.7 It should be noted however that this GTANA update and the GTANA 2011 are pitch needs assessments. They present a robust evidence base for a local authority to be able to make informed planning and strategy decisions. Unlike the RSS, they do not set targets and do not dictate local policy. Whilst the RSS has been revoked, even when in place it was not a needs assessment. Rather, it was a planning policy

process which took account of evidence and of national and regional policy to set targets for each local authority in the Eastern Region.

- 3.8 The need for permanent provision for Travelling Showmen is dealt with separately in Section 7.

Part 2 - Overview of the Methodology

- 3.9 The model used works by taking account of:
Numbers of unauthorised caravans from the six-monthly caravan counts and adjusting them to account for temporary visitors for seasonal work and other reasons:
- Overcrowding
 - People moving into and out of bricks and mortar houses
 - Caravans on existing long term tolerated sites and authorised pitches
 - Existing temporary planning permissions, new planning consents, and housing needs records
 - Numbers of young people of family forming age to give a figure for newly forming households, then adjusting that figure to take account of moves into houses and on to existing family pitches
 - Turnover of pitches
- 3.10 This GTANA takes account of both supply and demand to provide a net figure of assessed or projected need. The methodology calculates the current supply of pitches in Fenland then assesses the demand for pitches. Supply is then subtracted from demand to give the required need. The need is assessed in five year tranches up to 2031.
- 3.11 The **supply** of pitches which is available each year is worked out by:
- Taking the average number of caravans in the previous two caravan counts, and having interrogated the information provided, convert this number to pitches.
 - From that, calculate the number of existing pitches that become vacant each year, also known as 'turnover'.
- 3.12 The **demand** for pitches is calculated by establishing:
- a) Current need from Gypsy and Traveller households already living in Fenland (this is also called the 'backlog' of need)
 - b) Future need. This is made up of two parts -
 - The need from couples coming together to form new households. These are called 'newly forming households'.
 - The need of Gypsy and Traveller households who have a local connection and are returning to Fenland after living elsewhere.
- 3.13 For the period 2013 to 2016 the demand is calculated by adding current need to future need.
- 3.14 For the period 2016 to 2031 the demand takes into account future need only. It is assumed that current need would have already been addressed for the period 2013 to 2016.

3.15 For each 5 year period, the supply is subtracted from the demand to show the number of new pitches that are required.

i.e. Demand – Supply = Need

3.16 The number of new pitches is calculated for four time periods up to 2031 based on financial years:

- 2013/14 to 2015/16 (3 years)
- 2016/17 to 2020/21 (5 years)
- 2021/22 to 2025/26 (5 years)
- 2026/27 to 2030/31 (5 years)

3.17 These are referred to by their start and end year, for example '2013 to 2016'.

3.18 The period 2013 to 2016 is for 3 years. This is because the 2011 GTANA considered four 5 year periods commencing in 2011 and running up to 2031. To be consistent with the methodology in the 2011 GTANA the need for pitches in the last 3 years of the first time period has been assessed.

3.19 A number of multipliers, assumptions and adjustments are made in the modeling process. These are set out in Annex 2.

4 Methodology – Details of the Modelling

4.1 A more detailed explanation of the modeling is set out here under the headings:

- A. Supply
- B. Demand
- C. Bringing Supply and Demand Together

A – Supply

4.2 The supply of caravans that is available each year is calculated by establishing:

1. The average number of caravans in the previous two caravan counts (step a1)

From that take:

2. The number of existing pitches that become vacant each year – known as the “turnover” (step a3)

1. The average number of caravans in previous two caravan counts

The caravan counts are on the ground surveys carried out by Council staff in January and July each year. The counts are required by the Department for Communities and Local Government (DCLG) as part of on-going monitoring of the needs of Gypsies and Travellers. The previous two caravan counts are used in the modelling. For this GTANA update figures collected in January and July 2012 have been used.

Caravans included in the supply calculation are those on sites with authorised pitches benefitting from permanent planning permission (including personal permissions), and on sites with pitches that are long-term tolerated i.e. they have been in place long enough for the occupants to be exempt from enforcement action for their removal.

Caravans on pitches which are unauthorised and are not tolerated are excluded from the supply calculation, and form part of the demand calculation – see Part B of this section.

The average number of caravans divided by 2 caravans per pitch gives the number of pitches. The figure of 2 is based on local data from the 9 local authorities participating in the Cambridge Sub-regional GTANA 2011, and on discussions with Travellers Liaison Officers (TLOs) from those local authorities. It was considered reasonable that a figure of 2 caravans per pitch was used. The figure of 2 caravans per pitch gives a realistic view of the number of pitches required. Using a lower figure would overestimate the number of pitches required and lead to pitches which may not be viable because of being too small. Using a higher figure would be excessive in most circumstances in Fenland and not be representative of most situations.

Step a2 is for information only and shows the number of long-term tolerated caravans within the total number of caravans counted.

2. The number of existing pitches that become vacant each year – “turnover”

The number of existing pitches that become vacant each year, called the ‘turnover’, is calculated by:

- Assessing the percentage of authorised and long-term tolerated pitches that become vacant each year (the ‘turnover rate’). The turnover rate is taken to be 4% (see below).
- Using the figure of 4% of the total number of authorised and tolerated pitches that become vacant each year to work out the number of authorised and long-term tolerated pitches.

The turnover rate of 4% is based on local and national information. Other GTANAs nationally use a range of figures. Some use more than 4% and some use less. Advice from local TLOs is that 4% is a practical figure to use as a higher figure would overestimate the number of pitches that become available. A higher turnover figure would be likely to lead to a distorted view and unrealistic conclusion that the district did not need any new pitch provision as it would all be met through turnover.

B - Demand

- 4.3 The calculation for the demand for pitches is dependent on which of the five year time periods is being considered. The GTANA identifies that the current need for pitches will be dealt with in the first three years (i.e. from 2013 - 2016). After this, only future need (rather than both current need and future need) is calculated for the three periods 2016 to 2021, 2021 to 2026, and 2026 to 2031.

Demand for 2013 to 2016

The demand for pitches between 2013 and 2016 is calculated by:

1. Establishing the **current need** for pitches
2. Assessing the **future need** for pitches
3. Adding the two together to give the **total need** for pitches.

1. Establishing Current Need for Pitches

The current need from Gypsy and Traveller households already living in Fenland is calculated by:

- a) Assessing the number of existing caravans and existing pitches in Fenland that are unauthorised and not tolerated (steps b1 and b2).
- b) Taking the number of pitches and caravans with temporary planning permission (steps b3 and b4).
- c) Assessing the number of pitches required for overcrowded households (steps c1 and c2).
- d) Adding the three together to give the current need for pitches (step d).

a) Assessing the number of existing caravans and existing pitches that are unauthorised and not tolerated

Unauthorised and not tolerated caravans and pitches are defined as those that do not benefit from planning permission and either are, or could be, subject to enforcement action.

For caravans the average number of unauthorised and not tolerated caravans is taken from the previous two caravan counts.

For pitches (and in line with the supply calculation) it is considered reasonable to assume that 2 caravans will equate to one pitch. It is acknowledged that this may not always be the case as it depends on the size and make up of the family, but to provide consistency in the modelling this is considered a practical and pragmatic approach.

The methodology in the GTANA relies on TLOs reporting disproportionate numbers of caravans in both the January and July caravan counts to other times of the year. This is caused mainly by Gypsies and Travellers visiting friends and relatives and those in temporary employment at these times of the year e.g. seasonal work. TLOs working on the ground believe that the census counts are only a snapshot on the day and do not give a true reflection of the position on the ground. To take account of this in the calculation, the number of unauthorised and not tolerated caravans is decreased by 20%. In order to substantiate this view, following the next census count in January 2014 Fenland District Council will undertake a monthly count on the same day for twelve months to confirm this approach. The results will be looked at in a year's time as part of an annual review.

b) Taking the number of caravans and pitches with temporary planning permission

The number of caravans and pitches with temporary planning permission is also calculated by taking the average of the two previous caravan counts in January and July (step b3). Again 2 caravans are taken to equate to 1 pitch (step b4).

There are currently no temporary planning permissions for Gypsy and Traveller pitches in Fenland.

c) Assessing the number of pitches required for overcrowded households

The number of pitches required for overcrowded households is calculated by:

- i. Taking the average number of caravans on pitches that are owned by Fenland District Council from the previous two caravan counts
Assessing the percentage of those caravans that are considered to be overcrowded.
- ii. Based on the percentage identified, calculate the number of those caravans that are currently overcrowded.
- iii. Calculate the number of pitches required to accommodate the number of caravans and households considered to be overcrowded, based on 2 caravans per pitch.

TLOs in the local authorities participating in the 2011 GTANA agreed that 2% of local authority, and where appropriate housing association pitches, should be counted as being overcrowded, after considering evidence from the Cambridge Area 2006 GTAA

survey. The figure of 2% overcrowding on the Council's pitches is therefore taken as the figure to be used in the calculation.

Private pitches are not included in the overcrowding calculation as these tend to be larger than Council owned pitches and may simply expand for additional family members to move onto the site, although these additions may not always be authorised. It is also recognized that an overcrowded household would not always necessarily require a new pitch as the family may often acquire a second/bigger caravan to cater for its needs.

The current need for pitches is then established by adding together the number of unauthorised and not tolerated pitches, those with temporary planning permissions and the number of pitches with overcrowded households (step d).

2. Assessing the Future Need for Pitches

The future need for pitches is calculated by assessing:

- a) The number of caravans required by couples coming together as newly forming households (step e1).
- b) The number of pitches required to accommodate the newly forming households (step e2).

The modeling also takes account of the number of pitches needed by Gypsy and Traveller households who have a local connection and are returning to Fenland.

In producing the Cambridge Sub-regional GTANA 2011 it was agreed by the participating local authorities that whilst there will be people who return to an area there will also be others who leave the area. Gypsies and Travellers are by habit of life a nomadic group of people. They may travel to, from, or through an area for a variety of reasons and stay for varying lengths of time depending on personal and local circumstances. In seeking to establish how this should be expressed in the modeling the assumption was agreed that, over time, the number of people returning to a district where there was a local connection would be cancelled out by the number leaving that district. As a result there is a nil value in the GTANA modeling for this type of movement.

a) The number of caravans required by couples coming together as newly forming households

The number of newly forming households (and the number of caravans required to accommodate them) is found by:

- i. Taking the number of young people of family forming age in Fenland. This comes from data provided by the Cambridgeshire Traveller Education Service (TES). The data includes the number of young people and children from Gypsies and Traveller families residing in the district whether or not they attend school. The figures are compared to the School Census data which does not count those not attending school. Cambridgeshire figures are available for all Key Stage levels. The model is based on the assumption that the number of children/young people per year is evenly spread across the years for each of the primary and secondary Key Stage age groups. This gives a basic population which can be aged year by year to estimate natural growth in the near future.

- ii. Dividing the resulting number of young people of family forming age by 2 to give the number of potential new families per year. Two reductions are then made to this figure by:
 - Lowering the number of young people of family forming age by 10% to allow for those young people who do not form a family.
 - Lowering the number of newly forming households by a further 10% to allow for some newly forming households who do not need their own pitch because they want to move into a house, or move on to a family pitch.
 - Allowing one pitch for each newly forming household who require a pitch.

The model assumes that the number of young people moving out of the district to marry is balanced by the number of young people moving in to the district to marry. This is evidenced by the gender split being 50:50. The cultural norm would be for a woman who marries to move to the area where her husband resides. Therefore it is expected that a woman who marries outside of the district will move to where her husband lives. A man who resides in the area will have his wife move in with him.

b) Assessing the number of pitches required to accommodate the newly forming households

The number of pitches required to accommodate newly forming households is found by

- i. Allowing one pitch for each newly forming household.

The current need and future need are then added together to give the total demand for new pitches for the period 2013 to 2016.

Demand for 2016 to 2021

For 2016 to 2021, the demand is calculated by:

- i. Taking the number of young people who will reach family forming age in Fenland between 2016 and 2021 (step f1).
- ii. Repeating the calculations in steps e1 and e2 to give the number of pitches required (step f1 and f2). That is:
 - Take the number of young people of family forming age.
 - Divide the sum by 2 to give the number of new households.
 - Lower that number by 10% to allow for some young people not forming a family.
 - Lower the number by a further 10% to take account of newly forming families moving into houses or on to existing family pitches.
 - Allow one pitch for each newly forming household who require a pitch.

Demand for 2021 to 2026 and 2026 to 2031

The same method is used for the period 2021 to 2026 and again for 2026 to 2031.

C - Bringing Supply and Demand Together

- 4.4 The third part of the process is to bring Supply and Demand together to establish the number of pitches needed within all of the four time periods between 2013 and 2031.

Pitches Required Per Year - 2013 to 2016

The number of new pitches required for 2013 to 2016 is calculated by:

1. Taking the assessed demand for pitches by adding the current need (step d2) and future need (step e2).
2. Subtracting the assessed supply from turnover (in step a3) to give the annual need for new pitches.
3. Multiplying the annual need for new pitches by 3 to give the total need for new pitches for the three years 2013 to 2016.
4. **Therefore the sum is:**
 - Current need + Future need – Supply from turnover = Number of pitches required annually
 - Number of pitches required annually x 3 = Number of pitches required over 3 years

Pitches Required Per Year - 2016 to 2021

The number of new pitches required for 2016 to 2021 is calculated by:

1. Taking the assessed future need for pitches (step f2).
2. Subtracting the assessed supply from turnover (in step a3) to give the annual need for new pitches.
3. Multiplying the annual need for new pitches by 5 to give the total need for new pitches for the 5 years 2016/17 to 2020/21.
4. **Therefore the sum is:**
 - Future need – Supply from turnover = Number of pitches required annually
 - Number of pitches required annually x 5 = Number of pitches required over 5 years

Pitches Required Per Year - 2021 to 2026

The number of new pitches required for 2021 to 2026 is calculated by:

1. Taking the assessed newly arising need for pitches (step i1).
2. Subtracting the assessed supply from turnover (in step a3) to give the annual need for new pitches.
3. Multiplying the annual need for new pitches by 5 to give the total need for new pitches for the 5 years 2021/22 to 2025/26.

4. Therefore the sum is:

- Future need – Supply from turnover = Number of pitches required annually
- Number of pitches required annually x 5 = Number of pitches required over 5 years

Pitches Required Per Year 2026 to 2031

The number of new pitches required for 2026 to 2031 is calculated by:

1. Taking the assessed newly arising need for pitches (step j1).
2. Subtracting the assessed supply from turnover (in step a3) to give the annual need for new pitches.
3. Multiplying the annual need for new pitches by 5 to give the total need for new pitches for the 5 years 2026/27 to 2030/31.

4. Therefore the sum is:

- Future need – Supply from turnover = Number of pitches required annually
- Number of pitches required annually x 5 = Number of pitches required over 5 years

Gypsies and Travellers moving into and out of houses

- 4.5 The turnover figure is evidenced by local turnover rates, turnover recorded in other studies, and by information on Gypsies and Travellers moving into and out of houses, which generally involves a net move away from pitches into houses. The advice from TLOs is that local Gypsies and Travellers moving out of houses will not wait for a pitch to become vacant and so will live on unauthorised encampments. Those unauthorised encampments will appear in the caravan counts as unauthorised caravans. Therefore the number moving out of houses on to sites is 0 as they will already be counted as unauthorised caravans in the caravan counts.
- 4.6 For Gypsies and Travellers moving out of bricks and mortar housing and into caravans, socio economic factors play a key part. For instance many Gypsies and Travellers move out of housing and into caravans as a result of not being able to keep up payments in the social / private housing rented sector. The move is therefore an imposed situation rather than a lifestyle choice.

5 Results of the GTANA 2013 Update

- 5.1 This GTANA update concludes that there will be a total need for 139 pitches in Fenland between 2013 and 2031, but that 121 existing pitches will become vacant over the same time, leaving a requirement for 18 new pitches between 2013 and 2031.
- 5.2 Most of these new pitches (13) will be required between 2013 and 2021.
- 5.3 The modelling indicates that no new pitches will be required for the period 2026 to 31. It is difficult to calculate the need for new pitches when the time frame is so far into the future. A figure of zero is indicated rather than a negative (minus) figure in order to allow for unmet need which may arise depending on people's social circumstances. Moreover, there are also likely to be further assessments of the need for pitches in the coming years which will provide more insight into the period 2026 to 31.
- 5.4 The summary of results for the number of pitches required is shown in Table 2.
- 5.5 Details of the steps involved in producing the figures in this GTANA update are shown in Table 3.
- 5.6 Comparisons of the figures for this GTANA with those from 2011 are in Section 6.

Table 2. Summary results: Gypsies and Traveller pitch needs assessment 2013 to 2031

	GTANA assessed need 2013 – 2016	GTANA assessed need 2016 – 2021	GTANA projected need 2021 – 2026	GTANA projected need 2026 – 2031	GTANA Total 2013 – 2021	GTANA Total 2013 – 2031
Assessed pitch need (annual)	8	9	8	6	69	139
Turnover (annual)	-7	-7	-7	-6**	56	121
Net need for new pitches (annual)	1	2	1	0		
Net need for new pitches (5 years)*	3	10	5	0	13	18

Source: CCC RP 2013

* 2013 to 2016 to be met over 3 years, others to be met over 5 years

** The turnover used for 2026 to 2031 is -6 so as to set the net need for pitches to zero rather than a negative figure.

Note: The results tables should be read in conjunction with the following:

- The final figures for each 5-year period are the most important. For consistency with the methodology used in the 2011 GTANA, the first period is for 3 years (2013 to 2016).

- The Cambridgeshire Traveller Education Service (TES) data shows an increasing population of young people reaching a peak in 2021 to 2026, followed by a decrease. This trend occurs across all Cambridgeshire authorities and is demonstrated in the annual school census data for authorities in the Cambridge area.
- Local authorities with a larger population of Gypsies and Travellers also have a larger stock of pitches, which can lead to benefits such as more provision available from turnover, leading to a lower overall need for new pitches than might otherwise be expected. Conversely local authorities with a smaller Gypsy and Traveller population may have a higher overall need for new pitches than might otherwise be expected. In Fenland there are a relatively large number of pitches and therefore the need for new pitches can be provided through turnover to a large degree.
- Totals and sub-totals may not sum exactly due to rounding. This is because the figures are presented as whole numbers for ease of reading.

Table 3. Fenland GTANA 2013 Update

Fenland GTANA 2013		
Stage	Description	
Supply – step a		
a1	Supply (caravans) The average number of authorised and long-term tolerated caravans in the previous two caravan counts (excludes unauthorised caravans)	327
a2	Of this supply: Tolerated caravans – (NB for information only) <i>The average number of long-term tolerated caravans in the previous two caravan counts</i>	62
a3	Supply of caravans available each year - Turnover (pitches) The number of pitches becoming vacant each year. This is based on there being 2 caravans per pitch and 4% of authorised and tolerated pitches becoming vacant each year.	7
Demand – steps b to f		
Step b: Current need - Caravan counts and temporary permissions		
b1	Net local need - unauthorised (caravans) The average number of unauthorised caravans in the previous two caravan counts.	13
b2	Net local need from unauthorised (pitches) The number of unauthorised pitches, based on there being 2 caravans per pitch.	6
b3	Temporary permissions (caravans) The average number of caravans on pitches with temporary planning permission in the previous two caravan counts.	0
b4	Temporary permissions (pitches) The number of pitches with temporary planning permission, based on there being 2 caravans per pitch.	0
Step c: Current need – Overcrowding		
c1	Overcrowding (caravans) The number of overcrowded caravans on Council owned sites, based on 2% of Council owned caravans being overcrowded.	2
c2	Overcrowding (pitches) The number of overcrowded pitches on Council owned sites, based on 2% of Council owned pitches being overcrowded.	1
Step d: Current need calculation		
d1	Current need (caravans) The sum of the following: <ul style="list-style-type: none"> • unauthorised caravans (b1) plus • caravans on pitches with temporary permissions (b3) plus • overcrowding in caravans (c1) 	15
		8

d2	Current need (pitches) The sum of the following: <ul style="list-style-type: none"> unauthorised pitches (b2) plus pitches with temporary permissions (b4) plus overcrowding in pitches (c2) 	
Future need - 2013 to 2016		
Step e: 2013 to 2016 - Family, pitch and caravan calculation		
e1	Newly forming households (annual 2013 to 2016) (caravans) The number of caravans required each year to house newly forming households, based on the number of young people of family-forming age in 2013 to 2016.	5
e2	Newly forming households (annual 2013 to 2016) (pitches) The number of pitches required each year to house newly forming households, based on each new family requiring one pitch.	5
Future need - 2016 to 2031 (in 5 year time periods)		
Step f: 2016 to 2021 - Family, pitch and caravan calculation (repeated for each 5 year period)		
f1	Newly forming households (annual 2016 to 2021) (caravans) The number of caravans required each year to house newly forming households, based on the number of young people of family-forming age in 2016 to 2021.	9
f2	Newly forming households (annual 2016 to 2021) (pitches) The number of pitches required each year to house newly forming households, based on each new family requiring one pitch.	9
Step f: 2021 to 2026 - Family, pitch and caravan calculation		
f3	Newly forming households (annual 2021 to 2026) (caravans) The number of caravans required each year to house newly forming households, based on the number of young people of family-forming age in 2021 to 2026.	8
f4	Newly forming households (annual 2021 to 2026) (pitches) The number of pitches required each year to house newly forming households, based on each new family requiring one pitch.	8
Step f: 2026 to 2031 - Family, pitch and caravan calculation		
f5	Newly forming households (annual 2026 to 2031) (caravans) The number of caravans required each year to house newly forming households, based on the number of young people of family-forming age in 2026 to 2031.	6
f6	Newly forming households (annual 2026 to 2031) (pitches) The number of pitches required each year to house newly forming households, based on each new family requiring one pitch.	6

Bringing Supply and Demand Together – steps g to j		
Step g: Pitches Required Per Year - 2013 to 2016		
g1	Base position - current need 2012 The current need for pitches (d2)	8
g2	Average annual provision to meet backlog over agreed period The current need for pitches (g1) divided by 3 to give an annual figure for 2013 to 2016.	3
g3	Annual need 2013 to 2016 (newly forming households) The number of pitches required each year to house newly forming households (e2)	5
g4	Average supply from turnover (subtract from total) The number of pitches becoming vacant each year (a3)	7
g5	Total Annual Need 2013 to 2016 The sum of: <ul style="list-style-type: none"> • current need for pitches each year (g2) plus • number of pitches required each year to house newly forming households (g3) minus • the number of pitches becoming vacant each year (g4) 	1
g6	Total Need 2013 to 2016 (3 years) The total annual need (g5) multiplied by 3 to give the total over the 3-year period.	3
Step h: Pitches Required Per Year - 2016 to 2021		
h1	Future need (Newly forming households) The number of pitches required each year to house newly forming households based on the number of young people who will reach family-forming age in 2016 to 2021 (f2)	9
h2	Average supply from turnover The number of pitches becoming vacant each year (a3)	7
h3	Total Annual Need 2016 to 2021 The sum of: <ul style="list-style-type: none"> • number of pitches required each year to house newly forming households (h1) minus • number of pitches becoming vacant each year (h2) 	2
h4	Total Need 2016 to 2021 (5 years) The total annual need (h3) multiplied by 5 to give the total need over the 5-year period.	10

Step i: Pitches Required Per Year - 2021 to 2026		
i1	Future need (Newly forming households) The number of pitches required each year to house newly forming households based on the number of young people who will reach family-forming age in 2021 to 2026	8
i2	Average supply from turnover The number of pitches becoming vacant each year (a3)	7
i3	Total Annual Need 2021 to 2026 The sum of: <ul style="list-style-type: none"> number of pitches required each year to house newly forming households (i1) minus number of pitches becoming vacant each year (i2) 	1
i4	Total Need 2021 to 2026 (5 years) The total annual need (i3) multiplied by 5 to give the total need over the 5-year period.	5
Step j: Pitches Required Per Year - 2026 to 2031		
j1	Future need (Newly forming households) The number of pitches required each year to house newly forming households based on the number of young people who will reach family-forming age in 2026 to 2031	6
j2	Average supply from turnover The number of pitches becoming vacant each year (a3)	7
j3	Total Annual Need 2026 to 2031 The sum of: <ul style="list-style-type: none"> number of pitches required each year to house newly forming households (j1) minus number of pitches becoming vacant each year (j2) 	(-1) 0
j4	Total Need 2026 to 2031 (5 years) The total annual need (j3) multiplied by 5 to give the total need over the 5-year period.	0

Source: CCC RP 2013

6 Comparison of 2011 and 2013 GTANA Results

6.1 Table 4 (below) provides a comparison between the results of the GTANA 2011 with this 2013 update. The figures for this GTANA do vary from those produced in 2011; the explanation for the differences is given after the table.

Table 4. Fenland Pitch Needs Assessment 2011 and 2013 Compared

Pitches per year 2011 to 2016			
Step		2011	2013
g1	Base - current need 2011 and 2013	14	8
g2	Average annual provision to meet current need over agreed period	3	3
g3	Future need 2013 to 2016 (newly forming households)	5	5
g4	Average supply from turnover (& subtract from sum of g2 + g3)	8	7
g5	Total annual need 2013 to 2016	0	1
g6	Total need 2013 to 2016 (3 years)	0	3
Pitches per year 2016 to 2021			
h1	Future need 2016 to 2021 (newly forming households)	9	9
h2	Average supply from turnover (& then subtract from h1)	8	7
h3	Total annual need 2016 to 2021	Less than 1	2
h4	Total need 2016 to 2021 (5 years)	2	10
Pitches per year 2021 to 2026			
i1	Future need 2021 to 2026 (newly forming households)	8	8
i2	Average supply from turnover (& then subtract from i1)	8	7
i3	Total annual need 2021 to 2026	0	1
i4	Total need 2021 to 2026 (5 years)	0	5
Pitches per year 2026 to 2031			
j1	Future need 2026 to 2031 (newly forming households)	6	6
j2	Average supply from turnover (& then subtract from j1)	8	7
j3	Total annual need 2026 to 2031	0	0
j4	Total need 2026 to 2031 (5 years)	0	0

Source: CCC RP 2013

- 6.2 There are some differences in the pitch need assessments. The 2013 GTANA shows a higher need for new pitches than the 2011 GTANA. This is mainly due to two factors:
1. On the supply side, a smaller number of pitches being available through turnover as the number of caravans in the DCLG Caravan Counts has reduced from 421 to 327. The number of tolerated sites recorded in the Caravan Counts has increased from 6 to 62. This has no effect on the final figures as the number of tolerated sites as detailed previously is drawn out for information only. However, the reasons for the reduced number of caravans overall is discussed below.
 2. On the demand side, the pitch need from newly forming households remains at the same level as in the 2011 GTANA. Education data shows the number of young people has remained broadly static, with no marked increase or decrease.
- 6.3 There are several underlying causes for the reduction of caravans in the Caravan Counts.
- 6.4 First of all, some Fenland residents appear to have moved out of the district following an increased provision in other local authority areas in the East of England such as to sites in Kings Lynn and West Norfolk Borough Council, Holbeach in South Lincolnshire, and in others in the East Midlands. People have moved to both private and local authority sites. Evidence as reported to the TLOs from Gypsies and Travellers visiting Fenland to see relatives or for seasonal work supports this.
- 6.5 Secondly, some Fenland residents have had a change in living patterns from owning and living in one, two, or sometimes more, basic caravans to move into mobile homes with more bedrooms in which the family can be accommodated in one larger caravan or a mobile home. Previously, some of these families used touring caravans as a kitchen or bedroom for children as well as for touring. This would fit with the lower number of caravans recorded without significantly lowering the number of young people in Fenland.
- 6.6 Thirdly, the Gypsy and Traveller population in Fenland is probably older than in many other districts, leading to a higher mortality rate across all tenures including tolerated sites. This may be due largely to tolerating and providing authorised sites for a number of years¹.
- 6.7 Finally, Fenland DC is collecting more robust and accurate data particularly when counting caravans on private sites. Along with lowering the total number of caravans, this means that tolerated sites, which are exempt from enforcement action, are identified. The details collected are cross checked with Planning Delivery Management records thereby providing a quality assurance that can give the Council, Gypsies and Travellers, and the local settled community confidence in the figures counted.
- 6.8 Unrelated to the changed figures, but worthy of note is that recent local evidence supports the approach taken in the GTANA of including zero families moving out of housing onto sites².

¹ For example, the Fenland District Council Newbridge Lane site opened over 40 years ago.

² The context provided in this section is from the Fenland DC Traveller & Diversity Manager

7 Travelling Showmen or Showpeople (TSP)

- 7.1 There are currently two operational Travelling Showmen's sites within the Fenland District Council area.
- 7.2 The evidence collected during this GTANA indicates that the future accommodation needs of Travelling Showmen will be mainly through natural growth. It also shows that there is also currently no identifiable backlog of need.
- 7.3 The needs assessment for Travelling Showmen's plots was calculated using a simpler version of the methodology described for permanent pitches for Gypsies and Travellers. Due to the very low numbers of Showmen's winter quarters in the district, it was also calculated by speaking directly to them. The model used for Gypsies and Travellers can only be applied in a limited way to Travelling Showmen in the study area because of the small number of people involved and a shortage of available data.
- 7.4 Fenland District Council carried out a consultation with Travelling Showmen in March 2013, which also showed that the need for future TSP accommodation was likely to be only within existing families. In essence Travelling Showmen in Fenland expect their existing plots to be large enough to accommodate their families for the foreseeable future.
- 7.5 This conclusion, that Travelling Showmen living in Fenland will be able to cater for their own needs, is in line with the Travelling Showmen's Guild advice that:
- Travelling Showmen are generally able to provide for their own accommodation needs, such as raising finance to buy sites.
 - They do not identify as being Gypsies/Travellers and are usually not perceived as Gypsies/Travellers by the settled community. They often inhabit small sites, in terms of numbers of people, without large concentrations of population around single villages.
- 7.6 To conclude, no additional plots are required for Travelling Showmen in the Fenland District Council area up to 2031.

8 Identified Sites

- 8.1 This section details Fenland District Council planning policy and proposed delivery relating to 19 pitches in Fenland.
- 8.2 The Government's "Planning policy for traveller sites" (PPTS) (paragraph 8) requires local planning authorities (LPAs) to set pitch targets for gypsies and travellers and plot targets for travelling showpeople which address the likely permanent and transit site accommodation needs of travellers in their area.
- 8.3 This GTANA update has identified an accommodation need for 18 new pitches up to 2026.
- 8.4 Paragraph 9 (a) of the PPTS requires LPAs to identify and update annually, a supply of specific deliverable sites sufficient to provide five years' worth of sites against their locally set targets.
- 8.5 The PPTS advises that to be considered "deliverable", sites should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that development will be delivered on the site within five years and in particular that development of the site is viable. Sites with planning permission should be considered deliverable until permission expires, unless there is clear evidence that schemes will not be implemented within five years, for example they will not be viable, there is no longer a demand for the type of units or sites have long term phasing plans.
- 8.6 Paragraph 9(b) also requires LPAs to identify a supply of specific, developable sites or broad locations for growth, for years six to ten and, where possible, for years 11-15.
- 8.7 The PPTS advises that to be considered "developable", sites should be in a suitable location for traveller site development and there should be a reasonable prospect that the site is available and could be viably developed at the point envisaged.
- 8.8 The Council considers that to provide for a 5 year supply of pitches that 13 pitches will be required. The GTANA identifies 3 pitches being required to 2016 and a further 10 pitches required between 2016 and 2021 giving a total of 13 pitches. It is not though possible to provide a breakdown of the exact number required each year and whilst the current period to 2021 is more than five years, the Council considers that for simplicity of calculation, and to ensure that need is fully and robustly considered, that a figure of 13 pitches should be the supply required to cover the period to 2021.
- 8.9 The Council has identified that the following pitches in the district as shown in Table 5 are available in line with the criteria specified in the PPTS:

Table 5: Available Pitches Identified in Fenland District at October 2013

Description	FDC Planning Reference No.	Comments	Total number of pitches
Various planning permissions for the use of the land for a total of 18 pitches - Oakdale Place, Wisbech	<p>F/91/0580/F (Appeal allowed for 2 pitches – time limited condition)</p> <p>F/93/0397/F (Continued use for 2 pitches)</p> <p>F/96/0042/F (Permission for 11 pitches)</p> <p>F/99/0233/F (Permission for 5 pitches)</p>	3 pitches currently occupied by Gypsy and Travellers and 15 pitches by non-Gypsies and Travellers. Compliance action underway to ensure that all pitches are available for Gypsies and Travellers in accordance with the planning permissions.	15
Land at Willow Place, Seadyke Bank, Murrow - 1 pitch	F/97/0818/F	1 pitch approved and restricted to named occupier by condition.	1
Land at Bar Drove, Friday Bridge/Elm - 2 pitches	F/YR/11/0521/F	Appeal allowed Sept 2012 for 2 pitches.	2
Land at Ponderosa Farm, Garden Lane, Wisbech St Mary - 1 pitch	F/YR12/0342/F	2 pitches approved and restricted to named occupiers by condition. However, one of the named occupiers has since died.	1
			19

8.9 The Council considers that the 19 pitches identified will be sufficient to provide for its current identified need for the next 5 years and indeed for the period up to 2026. However, the Council is also mindful that the need may vary over time and in determining planning applications will ensure that all material considerations (including any Gypsy and Traveller Accommodation Needs Assessment in place at the time) are taken into account in reaching a decision about a particular proposal.

9 References

National Planning Policy Framework (NPPF) (DCLG March 2012)
<https://www.gov.uk/government/publications/national-planning-policy-framework--2>

Planning policy for traveller sites (DCLG March 2012)
<https://www.gov.uk/government/publications/planning-policy-for-traveller-sites>

Gypsy And Traveller Accommodation Needs Assessments - Guidance (GTANA Guidance) (DCLG, October 2007)
<https://www.gov.uk/government/publications/gypsy-and-traveller-accommodation-needs-assessments>

Cambridge Area Gypsy and Traveller Accommodation Assessment 2006 (GTAA) (Cambridgeshire County Council, 2006):
<http://www.cambridgeshire.gov.uk/NR/rdonlyres/E167EB4B-41E6-4978-932D-A66B866C5240/0/TravellersSurveyFinalReportRevisedEdition.pdf>

Cambridge sub-Region Gypsy and Traveller Accommodation Needs Assessment (GTANA) 2011 (Cambridgeshire County Council 2011):
<http://www.cambridgeshireinsight.org.uk/housing/gtana-0>

Annexes

Annex 1 - Data Sources

This GTANA uses the following sources of data:

- The number of Gypsy and Traveller caravans and type of site on which they are located are recorded by the local authority in the twice annual Gypsy and Traveller caravan count.
- From local authority site management records; household sizes, pitch turnover, site waiting lists and movement between site accommodation and bricks and mortar housing or vice versa.
- Information relating to private authorised sites including the number of caravans permitted on each site, and whether the planning permission was granted on a permanent or temporary basis.
- Local authority data on both unauthorised encampments and developments in their area, including the number of caravans and family groups on each site and the up-to-date position regarding planning applications.
- Planning applications for Gypsy and Traveller caravan sites which have been refused.
- Planning permissions which have been granted by the local planning authority over the previous 5 years.
- Additional local authority sources of data about local Gypsy and Traveller populations from the Traveller Education Service (TES).
- School Census data.
- Traveller Liaison Officers' (TLOs) records of encampments which are useful in assessing the need for transit provision along with detailed personal knowledge of the communities.

The Cambridge Sub-Regional GTANA 2011 also used the following local (primary) surveys:

- East Cambridgeshire Sub-District Gypsy and Traveller Needs Assessment 2007
- King's Lynn and West Norfolk Gypsy and Traveller Survey 2009
- Cambridge Sub-Region Traveller Needs Assessment 2006
- Cambridge Area Gypsy and Traveller Accommodation Assessment 2006, which involved a survey of local Gypsies and Travellers carried out during 2005.

Annex 2 - Multipliers, Assumptions and Adjustments

The modelling uses a number of multipliers, assumptions and adjustments in order to establish consistency of how particular matters should be calculated e.g. 2 caravans = 1 pitch. Below is a summary of the terms used where assumptions and adjustments have been made, and their sources.

The term “**multiplier**” is a technical term for a number that is used to multiply another number by. For example when calculating the turnover, the number of Council pitches is multiplied by 4% to give the number of vacant pitches per year. Conversely some numbers are divided by their ‘multiplier’. For example, instead of multiplying the number of young people by 0.5 to give the number of newly forming families, it is divided by 2.

The “**rounding**” of numbers is required as part of the process of the methodology. Rounding small numbers can sometimes be problematic. Rounding up will inevitably provide larger numbers, and rounding down will produce smaller numbers. The methodology has to take account of figures such as a need for 1 pitch every three years, which cannot be represented as 1/3 pitch per year. This can therefore lead to minor inconsistencies in the total figures, compared to the figures making up that total.

“**Current need**” is based on local data and discussions with Travellers Liaison Officers (TLOs). The modeling uses a figure of 2.0 caravans per pitch which gives a reasonable view of the number of pitches required. Using a lower figure would overestimate the number of pitches required and lead to pitches which may not be viable because of being too small. Using a higher figure would be excessive in most circumstances in Fenland and not be representative of most situations.

“**Current need – unauthorised pitches**” is based on local data and discussions with Travellers Liaison Officers (TLO). The figure used is the actual figure from the local data in authorities where that figure is above 2.0 caravans per family. Where the actual figure is below 2.0, the figure of 2.0 is used. Using a figure of at least 2.0 gives a more realistic view of the number of pitches based on the caravan counts. Using a lower figure would overestimate the number of pitches.

“**Future need**” a figure of 2.0 caravans per pitch is used. This is based on advice from TLOs as being both reasonable in most circumstances, and to avoid overcrowding of pitches in the future. Providing pitches which are large enough for two caravans allows for both a static and a travelling caravan, thereby allowing a newly formed family to grow. 2.0 caravans per pitch for future need is generally considered good practice.

“**Future need for newly forming families**”, a figure of 1.0 caravan per family and 1.0 pitch per family is used. This happens to equal 1 caravan per pitch in this case. The rationale is that a newly forming family that requires a pitch will generally consist of a couple without children, who will need only one caravan. Gypsies and Travellers do not usually share pitches, therefore they will need a pitch for that caravan. The GTANA does not consider pitch sizes, but based on TLO advice and the fact that newly formed families are likely to grow, it is considered appropriate to provide pitches large enough for 2 caravans.

Annex 3 - Gypsy & Traveller response to draft GTANA update 2013

Gypsy and Traveller Community Consultation on the Fenland Gypsy and Traveller Accommodation Needs Assessment (GTANA) Update 2013

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26th March 2013

1. INTRODUCTION

This document is the result of extensive consultation work, held with a range of individuals from the Gypsy and Traveller community within the Fenland District Council area, upon the council's Fenland Gypsy and Traveller Accommodation Assessment (GTAA) Update 2013. It reflects some of the grassroots comments of individuals who belong to the extensive Romany Gypsy community that has long lived in the Fenland area. Attempts to include Irish Travellers travelling in Fenland were unsuccessful because of the season but community members who had married into the local Gypsy and Traveller community were included, as were members of the Showman's community.

The opinions were gathered at series of three focus groups held across Fenland in early March 2013, where the consultant presented a summary of the Fenland Gypsy and Traveller Accommodation Assessment (GTAA) Update 2013 and involved individuals from the community in one on one feedback on the findings and principles in the update.

2. EXPERIENCE OF CONSULTANT

Jake Bowers is Britain's only Romani journalist. He is a regular contributor to the Guardian, Independent, BBC Radio and Television, the Big Issue, Travellers Times and the Ecologist on environmental and minority rights issues. He trained as a staff journalist with one of Britain's biggest regional publishers Johnson Publishing.

He combines a journalist's respect for the truth, with a Gypsies insight into his own community to conduct research and cultural awareness training for central and local government, statutory agencies, voluntary groups and the media on a wide array of diversity issues.

- 4.1 ***As a communication and consultation consultant to the public, private and voluntary sector, he combines his media and research skills to provide the inside story on many of Britain's most misunderstood and marginalised minority groups. Previous clients include the BBC, Home Office, Surrey Constabulary, Surrey Drug Action Team, the Central Office of Information, Cambridgeshire County Council, Surrey Community Action and the University of Sheffield.***

3. METHODOLOGY

There are no long established Gypsy and Traveller focus groups within Fenland, so in early March 2013 Jake Bowers went out amongst the community as a “peer interviewer” and explained to the interview participants that their views were required on findings of the Fenland Gypsy and Traveller Accommodation Assessment (GTAA) Update 2013. Three focus groups were arranged which started with a presentation on the GTAA update. With the help of an additional peer researcher, participants were then individually asked their views on the GTAA update so that their responses could be included, as well as compared and contrasted within the overall consultation process.

25 English Gypsies and Irish Travellers aged between 18 and 72 were asked a series of open questions about the GTAA update. Two of these focus groups were held on local private Gypsy sites, predominantly home to English Gypsies but included participation from family members in housing. A third focus group was held in a village house of a community member. Specific attempts to find and interview a local Showman’s family were successful as their needs are also within the scope of the GTAA and some of their specific comments are included below. The responses from the interview subjects were recorded anonymously. But their ethnic background, sex, age and accommodation status were recorded to ensure the consultation was balanced and broadly representative.

The interviews took between 20 and 40 minutes and were conducted individually. The interviews were recorded by note taking. Parental consent for interviewing young people under 16 was given. The interviews took place at a time and a location chosen by the interview subject.

4. BROAD REPRESENTATION

The research aimed to consult as wide a variety of Gypsies and Travellers opinions as possible. It represents the views of Travellers from varied locations, and accommodation situations in Fenland. An attempt to find Irish Travellers travelling in Fenland was unsuccessful because of the season but community members who had married into the local Gypsy and Traveller community were included. So the results are not just from the English Gypsy or Romani community that has always formed the vast majority of the Traveller population in Fenland. New Travellers and barge dwellers were outside the scope of this consultation because they are not defined as ethnic groups under race relations legislation.

The individuals selected loosely reflected the consensus among Travellers groups and researchers that approximately 50% of traditional (ethnic) Travellers are now housed. Of those remaining in caravans, the number is generally split between private and public sites.

The geographical locations in the results refer to the nearest town or village, but in reality many Gypsies (particularly those still living in caravans) live in rural areas.

The following tables represent the age, sex, accommodation situations and geographical locations of those interviewed.

Table 6: Interview subjects as defined by age and sex

	Male	Female	
15-30	3	4	7
30-45	5	5	10
45+	3	5	8
Total	11	14	25

Table 7: Interview subjects by their location and accommodation situation

	Housed	Public/ private caravan site	Roadside	
Wisbech area	3	6	0	9
Elm area	4	8	0	12
Chatteris area	4	0	0	4
Total	11	14	0	25

5. FINDINGS

4.1 Cultural interpretation

Consulting members of the Gypsy and Traveller community on priorities, objectives and even the language of local government requires that the information is presented in a way that they can understand. Members of the settled population have problems understanding the concepts and jargon used by local government employees, but when the same information is presented to a community that have experienced very real social exclusion and low educational attainment and sometimes have English as a second language the need for inter-cultural interpretation is even more acute.

The three focus groups were consulted on methodology and the findings within the GTAA Update which can be found in the body and appendices of the Fenland Gypsy and Traveller Accommodation Assessment (GTAA) Update 2012 produced for Fenland District Council.

4.2 Views on general methodology

After presenting the principles, multipliers, assumptions and adjustments that stand behind the use of a modelling approach to the GTAA update community members were asked their

views on the merits of using modelling rather than a large scale primary survey to assess their needs.

The vast majority of participants explained that they were far less interested in **how** the accommodation needs of the community were assessed, but were more interested in **when** they were to be met. As a long established community that has been thoroughly researched by many public agencies, academics and journalists over the last decade many participants expressed what can only be described as research fatigue. One particularly eloquent middle aged woman spoke for many when she said. “We’ve filled in that many questionnaires and been asked that many questions that we’re sick of it all now. We just want to know when our social needs will be met, we’re happy to let the council decide how to do it!”

Many expressed faith in the knowledge and good public service work carried out by the Traveller & Diversity Manager (T&DM) and Traveller Education Service (TES) staff, which includes many community members, in their area. An elderly man spoke expressed a common opinion when he said “what’s the point in spending tens of thousands of pounds the council hasn’t got in just finding out what we need again? You’ve known the answer for years; you’d be better off spending the money on providing the sites we need.” One younger man however from the Wisbech are, expressed a cynical view that seemed to be held by a significant minority when he said. “You’ll never really know how many of us there are because many of us don’t say who we are to the council or the education people. So when you come up with your numbers, you need to double or triple them to get the true picture. But most importantly you need to deliver on the numbers for new sites in other parts of the County we’ve been needing for years now.”

4.3 Views on statistical findings

Using a standard questionnaire, focus group participants were then asked the extent to which they agreed or disagreed with the summary results in the GTAA update. Many participants found the table or summary results, reproduced in table 7 (below) from the GTAA update, quite impenetrable, which may explain the high level of approval for some of the figures within it.

But further qualitative evidence (below) suggests that agreement for a modest growth in pitch numbers is actually widely accepted. Strong disagreement or confusion however did occur when participants were asked for their approval for low increases in pitch numbers.

Table 7: Summary results - Gypsies and Traveller pitch needs assessment 2013 to 2016 and 2016 to 2021

	GTANA assessed need 2013 – 2016	GTANA assessed need 2016 – 2021	GTANA projected need 2021 – 2026	GTANA projected need 2026 – 2031	GTANA Total 2013 – 2021	GTANA Total 2013 – 2031
Assessed pitch need (annual)	8	9	8	6	69	139
Turnover (annual)	-7	-7	-7	-7	56	126
Net need for new pitches (annual)	1	2	1	0		
Net need for new pitches (5 years)*	3	10	5	0	13	18**

The tables below represent a summary of the focus growth participant responses to the first four columns of statistical data which were on assessed and projected need. The questions and the responses are below.

Table A

Assessed need 2013 - 2016	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly Disagree	Don't Know
Do you agree that the assessed need for new pitches between 2013 and 2016 will be 8 pitches	-	65%	15%	-	-	20%
Do you agree that the turnover of pitches between 2013 and 2016 will be 7 pitches	-	45%	25%	10%	-	20%
Do you agree that the net need for new pitches over one year will therefore be 1 pitch		35%	20%	15%	-	30%
Do you agree that the net need for new pitches over five years will therefore be 3 pitches		35%	15%	25%	-	25%

Table B

Assessed need 2016 - 2021	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly Disagree	Don't Know
Do you agree that the assessed need for new pitches between 2016 and 2021 will be 9 pitches	-	75%	15%	-	-	10%
Do you agree that the turnover of pitches between 2016 and 2021 will be 7 pitches	-	55%	20%	10%	-	15%
Do you agree that the net need for new pitches over one year will therefore be 2 pitches		25%	25%	25%	15	10%
Do you agree that the net need for new pitches over five years will therefore be 10 pitches		40%	10%	25%	-	25%

Table C

Projected need 2013 - 2016	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly Disagree	Don't Know
Do you agree that the projected need for new pitches between 2021 and 2026 will be 8 pitches	-	55%	15%	-	-	30%
Do you agree that the turnover of pitches between 2021 and 2026 will be 7 pitches	-	45%	25%	15%	-	15%
Do you agree that the net need for new pitches over one year will therefore be 1 pitch		25%	20%	15%	-	40%
Do you agree that the net need for new pitches over five years will therefore be 5 pitches		25%	15%	10%	-	50%

Table D

Projected need 2026 - 2031	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly Disagree	Don't Know
Do you agree that the projected need for new pitches between 2026 and 2031 will be 6 pitches	-	35%	15%	-	-	50%
Do you agree that the turnover of pitches between 2026 and 2031 will be 7 pitches	-	45%	25%	15%	-	15%
Do you agree that the net need for new pitches over one year will therefore be 0 pitches		0%	0%	15%	35%	50%
Do you agree that the net need for new pitches over five years will therefore be 0 pitches		0%	0%	10%	40%	50%

6. INTERPRETATION OF RESPONSES

In order to aid the interpretation of the responses, discussions were held on the key principles and issues that the numbers raised and several key themes emerged. Firstly, the community clearly approves of increases in pitch numbers. This may seem obvious, but in

some areas of the country, Gypsy and Traveller communities have sometimes been resistant to extensions to council sites in the belief that smaller community run sites are preferable and easier to integrate into local communities. Other Gypsy activists view sites as mere containment facilities for Gypsy families that are little better than ghettos. These views do not appear to be widely held in Fenland.

Secondly, discussions that followed the filling in of the questions also explained that the community accepts the principle that the natural turnover of pitches may meet much of the future needs of the community, but that more sites will always be needed. One mother revealed a commonly held belief about the role and function of private and public sites when she said: "Sites are something that only really appeals to my generation nowadays. We were born in trailers with our friends and relatives around us, so we want to live that way and there will always be travellers that want to live that way. But nowadays only some of our kids want to live on sites, they may want to start their families there, but as often as not when they've got some money behind them they want to go and live in a house nearby."

Many others revealed that sites were seen as refuges of Gypsy culture that people want to exist for ever, but that many people are just as happy to live near a site in housing rather than on a site itself. Many therefore are quite happy for Gypsy sites to simply be the most visible symbol or a wider "iceberg" whose true dimensions extend throughout the wider community. The idea of natural turnover on sites was therefore not only accepted but actually embraced, almost as if a period of living on a site was seen as a key part of developing Gypsy identity for young families.

Additional comments from members of the Showman's community bear out the finding in the GTAA update that the needs of the Showman are currently well catered for in Fenland. One yard owner who uses his land as winter quarters for his funfair ride said: "I wish other areas were as accommodating to our needs as Fenland." He expressed the opinion that he couldn't see any increased need for more sites in the local area for the foreseeable future.

Several other patterns are noticeable from the percentages. Approval for pitches increases are widely agreed, but agreement clearly drops when it is simply accounted for largely by turnover. Some participants were wary that they were being asked to rubber stamp the council doing little in practice to increase site provision.

Confusion over actual need increased markedly the greater the projection into the future. Many participants remarked that they had no idea what actual need would be decades into the future. Some suggested that need may actually disappear altogether as Gypsies became more sedentary but other said that economic and cultural change was also just as likely to see their descendants moving back into caravans in the future.

The greatest area of passionate disagreement however was reserved for the zero net need for new pitches in the projected need between 2026 and 2031. This was interpreted by many as the council failing to guarantee the future viability of the Gypsy community in Fenland.

The participants, in summary, were happy to accept that the future expansion of sites might be modest, and that the natural turnover of pitches would occur, but most passionately disagreed with the idea that increased site provision would end. One particularly annoyed woman drew a round of applause when she said: "We've been here for hundreds of years and we plan to be here for hundreds more, we love our kids and we have lots of them and the council just has to get used to that. We love our culture and will fight for children's right to live it as long as we all live."

Annex 4 - Abbreviations

CCCRP	Cambridgeshire County Council Research and Performance Team
CLG or DCLG	(Department of) Communities and Local Government
GTAA	Gypsy and Traveller Accommodation Assessment (refers to the Cambridge Sub-Region Traveller Needs Assessment, May 2006)
GTANA	Gypsy and Traveller Accommodation Needs Assessment
KL&WN	King's Lynn and West Norfolk Borough Council
PPS	Planning Policy Statement
RSS	Regional Spatial Strategy
TES	Travellers Education Service
TLO	Travellers Liaison Officer
TSP	Travelling Showmen or Showpeople

Annex 5 – Glossary

Backlog

The need for pitches from Gypsies and Travellers already living in the district who are living on unauthorised pitches or on pitches with temporary planning permission. The backlog forms part of the 'Demand' for pitches.

Current Need

The current need for pitches, which may include the near future need. In this GTANA the current need is for 2013 to 2016.

Demand

The need for pitches from Gypsies and Travellers. It consists of:

- The need from Gypsies and Travellers already living in the district who are living on unauthorised pitches or on pitches with temporary planning permission. Also known as the 'Backlog'.
- Newly arising need. This is also known as 'future need' and is made up of two parts -
 - The need from couples coming together to form new households. These are called 'newly forming households'.
 - The need from Gypsy and Traveller households who have a local connection and are returning to Fenland after living elsewhere.

Future Need

The need for pitches in the future, from two sources:

- Gypsies and Traveller couples coming together to form new households, called 'newly forming households'.
- Gypsies and Traveller households who have a 'Local connection' and are returning to the district after living elsewhere.

Future need forms part of the 'Demand' for pitches.

Gypsies and Travellers

Annex 1 of "Planning policy for traveller sites" – March 2012 (DCLG) defines Gypsies and Travellers 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."

Local Connection

Where a household has a connection to the local area or district. What constitutes a local connection is a decision for individual local authorities.

Multiplier

A technical term for a number that is used to multiply another number by. An example is calculating the turnover, where the number of local authority and housing association pitches is multiplied by 4% to give the number of vacant pitches per year. To make the calculation clearer, some numbers are divided by their 'multiplier'. For example, instead of multiplying the number of young people by 0.5 to give the number of newly forming families, it is divided by 2.

Newly Forming Households

Gypsy and Traveller couples coming together to form new households. Newly forming households form part of the 'Demand' for pitches.

Pitch

"Pitch" means a pitch on a "gypsy and traveller" site.

Plot

"Plot" means a pitch on a "travelling showmen's or travelling showpeople's" site (often called a "yard").

Roadside Encampments

Short term encampments involving stays of a few days or weeks, usually by Gypsies and Travellers in transit or visiting. They may be at the side of the road or on other land.

Short-term Unauthorised Encampments

Short term encampments involving stays of a few days or weeks, usually by Gypsies and Travellers in transit or visiting. They may be at the side of the road or on other land. They are usually referred to as roadside encampments. 'Short-term unauthorised encampments' is used to distinguish these from longer term unauthorised encampments where Gypsies/Travellers may be looking for permanent accommodation.

Supply

The number of existing pitches that become vacant each year. Also known as 'Turnover'.

Temporary Permission

Temporary planning permissions set for a fixed term. They are often for a named family or families. Some authorized sites only benefit from Temporary Planning Permission for a specific time period, often three or five years. Reasons for a temporary planning permission include where it is expected that the planning circumstances will change in a particular way at the end of the period of the temporary permission. Sites with temporary planning permission cannot be counted towards long term supply, and as the period of consent runs out during the period of the needs assessment they have been identified as need.

Tolerated Site

An unauthorised site which action is not taken against because it is deemed to be in the best interests of all parties to tolerate the site. Many are long established and they often move to become regulated sites with retrospective planning approval or accrue legal rights after existing for a specified number of years and are thereby exempt from enforcement action.

Transit Site

Authorised developments intended to meet the needs of families moving around particularly during the summer months. Transit sites have basic facilities; less than one would expect on a permanent authorised development but more than that found on an emergency stopping place. They can only be occupied for a fixed, short, period of time.

Traveller Liaison Officer

An officer who works to liaise with the local Gypsy and Traveller community in a local authority area. They have many duties, which may include managing sites, resolving disputes, and involvement in planning decisions and appeals. They are often from the local authority or a housing association, but are sometimes from private companies.

Travelling Showmen / Travelling Showpeople

Annex 1 of "Planning policy for traveller sites" – March 2012 (DCLG) defines travelling showpeople 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 or permanently, but excludes Gypsies and Travellers as defined above.

The Showmen's Guild prefer the term 'Showmen' to 'Showpeople'

Turnover

The number of existing authorized and long-term tolerated pitches that become vacant each year.

Turnover Rate

The number of existing authorized and long-term tolerated pitches that become vacant each year expressed as a percentage of all pitches in the district.

Unauthorised Development

Developments that occur when Gypsies or Travellers normally own a piece of land which does not have planning permission for residential use and proceed to place a chalet, trailer or caravan on it. Eviction can normally only be secured through the planning appeals system, and can be protracted.

Unauthorised Encampment

The use of land by Gypsies or Travellers for living on which they do not own. Local authorities and the police have a range of enforcement measures available to them to evict households in unauthorised encampments and can do so relatively quickly if they wish. Consequently, neither the Council nor the Gypsies or Travellers living there invest in any facilities and conditions are very basic (for instance no toilets or running water) and families tend not to stay more than a few hours, days or weeks.