APPENDIX A i)

Accommodation Needs Assessment of Gypsies, Travellers, Travelling Showpeople and Bargee Travellers and other caravan and houseboat dwellers

South Cambridgeshire District and
Cambridge City Councils

Final Report

September 2024

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Executive Summary

Introduction

This South Cambridgeshire District and Cambridge City Councils Accommodation Needs Assessment (ANA) of Gypsies, Travellers, Travelling Showpeople, Bargee Travellers and other caravan and houseboat dwellers provides the latest available evidence to identify the accommodation needs of these groups of people across the local authority areas.

The ANA has included:

- A review of existing (secondary) data.
- A household survey and site/yard observation. A total of 148 Gypsy and Traveller households living on sites were interviewed and data for a further 29 households was obtained from application data. Data for 177 households were obtained compared with a total of 288 households (61.5% response rate) across the study area. An additional 10 interviews were achieved with households living on sites but did not identify as Gypsy or Traveller. Information on all Travelling Showpeople households were obtained through discussions with yard owners. Note there are no sites/yards in Cambridge. Interviews were attempted with households in bricks and mortar accommodation through community links and contacting households on the housing register, but none were forthcoming.
- Interviews with 8 boat dwellers to understand boat dweller need.
- Questionnaires sent to 13 residential caravan park owners and managers, with 3 responses received.

Data has been carefully analysed to provide a picture of current provision across the South Cambridgeshire District and Cambridge City Council area, and an assessment of future need. The findings of the study provide an up-to-date, robust and defensible evidence base for policy development, as well as for determining planning applications. We are very grateful for the community responses across South Cambridgeshire and to stakeholders across both authorities for their positive engagement with the work.

Population and current accommodation provision

The 2021 Census reported a population of **450** people who identified as 'White: Gypsy or Irish Traveller', 175 people who identified as 'White: Roma' and 3 people who identified as 'Other ethnic group: Gypsy/Romany' living in South Cambridgeshire District.

The 2021 Census reported a population of **110** people who identified as 'White: Gypsy or Irish Traveller', 885 people who identified as 'White: Roma' and 3 people who identified as 'Other ethnic group: Gypsy/Romany' living in Cambridge. Note that Roma tend to live in bricks and mortar accommodation in line with the trend elsewhere in Europe and therefore are not generally considered to have a need to live on Gypsy and Traveller sites.

The 2021 Census reported an estimated 165 households in South Cambridgeshire and 40 households in Cambridge who identified as 'White: Gypsy or Irish Traveller'. For South Cambridgeshire in particular this is clearly an underestimate compared with site information. This reflects issues such as people not being contacted as part of the census data collection process and people choosing not to identify as Gypsy/Traveller.

From site information provided by the councils, extensive site visits and observation and household surveys, it has been established that across South Cambridgeshire on 31st March 2024 there are a total of 65 Gypsy and Traveller sites with 390 pitches (283 pitches currently occupied by 288 Gypsy and Traveller households, 70 pitches occupied by non-Gypsy/Travellers based on site observation and responses, and 37 pitches are vacant), broken down further as:

- 2 council sites, 32 pitches (32 occupied by 32 Gypsy and Traveller households, 0 vacant)
- 56 private authorised sites, 342 pitches (238 occupied by 243 Gypsy and Traveller households, 70 by non-Gypsy/Traveller households, 34 vacant pitches). There are some pitches where there are more than one household present but any needs arising are covered in pitch need analysis.
- 2 sites with lapsed planning permission, 2 pitches (2 occupied by 2 Gypsy and Traveller households)
- 4 sites with planning permission pending, 13 pitches (11 occupied by 11 Gypsy and Traveller households, 2 vacant)
- 1 unauthorised site, 1 pitch (0 occupied by Gypsy and Traveller households, 1 vacant)

In South Cambridgeshire there are 2 Travelling Showpeople yards with a total of 25 plots of which 20 are occupied by Travelling Showpeople and 5 are vacant but used for storage.

There are no reported Gypsy/Traveller sites or Travelling Showpeople yards in Cambridge.

In January and July each year, councils carry out a Traveller caravan count to inform government (DLUHC/MHCLG) statistics. The latest seven bi-annual Traveller caravan counts (January 2020 to January 2024) for South Cambridgeshire reported an average of 609 caravans across all Gypsy and Traveller sites (90.3% on private sites, 7.3% on council sites and 2.4% on unauthorised sites). For Travelling Showpeople, an average of 39 caravans on plots were reported over the past 5 January annual counts (January 2018 to January 2024). There were no Gypsy/Traveller caravans reported for Cambridge on either the Gypsy and Traveller or Travelling Showpeople counts.

Planning policy requirements for needs assessments

The December 2023 National Planning Policy Framework (NPPF) states in Paragraph 63 that '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 Sites (PPTS) (amended December 2023) 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'*.

Draft guidance was issued in March 2016 to local housing authorities on the periodical review of housing needs for caravan and houseboat dwellers.

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

Need assessment period

Need has been assessed over a short-term period: 2023/24 to 2027/28 and longer-term period: 2028/29 to 2040/41.

The study was carried out during two financial years, 2023/24 and 2024/25. For clarity, any changes in site status or new sites coming forward during 2023/24 have been taken into account and the study therefore has a final base date of 31st March 2024 which is within the 2023/24 financial year.

Gypsy and Traveller permanent pitch requirements

There is a minimum need for 130 additional Gypsy and Traveller pitches across South Cambridgeshire District over the period 2023/24 to 2040/41 (Table ES1). Of this need, 41 are needed in the first five years and 89 over the remainder of the period to 2040/41.

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

Table ES1 Gypsy and Traveller pitch need across South Cambridgeshire 2023/24 to 2040/41

Period	Pitch need South Cambridgeshire
5 year Authorised Pitch Shortfall (2023/24 to 2027/28) (A)	**41**
Longer-term need	
Over period 2028/29 to 2032/33 (B)	37
Over period 2033/34 to 2037/38 (C)	30
Over period 2038/39 to 2040/41 (D)	22
Longer-term need TOTAL to 2040/41 (13 years) E=(B+C+D)	**89**
NET SHORTFALL 2023/24 to 2040/41 (A+E) (18 years)	**130**
Annual net shortfall	**7.2**

There is a potential need for 2 pitches in Cambridge based on arc4 national data which indicates that 5.3% of households in bricks and mortar would prefer to live on a pitch. However, there was no specific evidence of need identified.

Meeting the need

South Cambridgeshire District Council should consider the following to help meet identified residential pitch need for Gypsies and Travellers. Firstly, **turnover on existing sites**. Secondly, **regularising of sites** that are not permanently authorised. Thirdly, **additional pitch provision using existing sites**. Fourthly, **making pitches on existing sites available for occupancy by Gypsies and Travellers**. Fifthly, **sites becoming vacant** through household dissolution. Finally, **new sites** for permanent pitches identified either as standalone sites or associated with major development sites.

Within South Cambridgeshire, there are 2 pitches with lapsed planning permission, 13 pitches with planning permission pending and one unauthorised pitch.. As part of this study respondents were asked if their sites could be expanded either through a physical expansion or intensification of use to provide more pitches. A range of between 45 and 60 pitches were identified (all on authorised sites). South Cambridgeshire District Council has been provided with confidential suggestions of potential sites for expansion/intensification. There are also a further 16 pitches that may become available through household dissolution over the plan period. This potential supply could provide between 77 and 92 additional pitches. This has the potential to meet the five-year need and help meet longer-term needs. In addition, there are an estimated 70 households who are not Gypsy and Traveller living on sites across the district.

Further work is recommended to consider all of the options for meeting the needs identified.

Notwithstanding evidence in this ANA on need, additional need may arise over the plan period, for instance households moving into South Cambridgeshire. It is therefore recommended that the new Local Plan has a criteria-based policy to inform future planning applications for public and private sites.

It is implicit in this study that the needs arising from the private family sites will be met either through the use of vacant pitches on those sites or through new site provision. No turnover is assumed on private sites but over the plan period this may help provide pitches for occupation by Gypsies and Travellers in housing need.

For Cambridge, it is recommended that the new Local Plan has a criteria based policy to inform future planning applications for public and private sites.

Transit/stopping place provision

Unauthorised encampment data suggests there is a need for places for Gypsies and Travellers to stop. However, interviews with the Gypsy and Traveller community, as well as stakeholders, did not provide any detailed data regarding the travelling patterns or any particular locations needed for transit/stopping places. It is therefore recommended that the councils consider working with Gypsy and Traveller communities, Cambridgeshire County Council, health partners and other stakeholders to get a clearer picture of need and appropriate locations for temporary places to stop. This could include: developing a more coordinated approach to gathering and sharing of data around unauthorised encampments; gaining a better understanding of travel and stopping patterns across local authority boundaries; and clarifying the extent to which stopping provision may be needed to enable hospital or other health related appointments and/or visits.

It is recommended that the councils consider developing a flexible approach to unauthorised encampment activity using negotiated stopping arrangements rather than transit sites. It is recommended the councils should consider identifying areas of land that can be used for smaller encampments (up to 5 caravans), encampments of between 5 and up to 10 caravans, and for larger encampments of at least 10 caravans to accommodate Gypsies/Travellers passing through South Cambridgeshire and Cambridge.

Travelling Showpeople plot requirements

There is a need for an additional 17 plots over the period 2023/24 to 2040/41 across South Cambridgeshire, with 7 plots 2023/24 to 2027/28 and 10 plots 2028/29 to 2040/41. There are no Travelling Showpeople yards in Cambridge and no specific needs have been identified.

It is recommended that the council's engage with Travelling Showpeople communities to identify potential land for additional yards and that the new Local Plan has a criteria-based policy to inform any planning applications coming forward over the plan period.

Residential moorings

Residential moorings provide for a range of households who reside on houseboats. There are seven mooring locations in South Cambridgeshire and at least 70 houseboats on moorings in Cambridge. Survey respondents viewed living on boats positively.

There were mixed views on the need for additional moorings, however no specific need for more residential moorings was identified. It is recommended that the new Local Plan has a criteria-based policy that applies across Cambridge and South

Cambridgeshire to inform any future planning applications for the delivery of residential moorings.

Residential caravan sites

Across South Cambridgeshire there are 11 residential caravan sites (with 5 or more caravans) with an estimated 254 residential caravans. In Cambridge there are 2 residential caravan sites with 47 residential caravans. Contact was made with site owners/managers to obtain their views on current and future demand and whether additional residential caravan parks are needed in South Cambridgeshire and Cambridge. Three responses were received which indicated that households living on residential caravan parks tended to be 55 and over and there was no particular need for additional sites identified.

1. Introduction

Overview

1.1 In March 2023 arc4 was commissioned by South Cambridgeshire District and Cambridge City Councils to prepare an Accommodation Needs Assessment (ANA) for Gypsies, Travellers, Travelling Showpeople, Bargee Travellers and other caravan and houseboat dwellers. The ANA provides an evidence base for the Local Plan, as well as for determining planning applications.

1.2 The overall scope of the study is to ensure that the council has a robust, up-to-date and defensible evidence base to determine an appropriate level of residential pitch/plot and transit/stopping place provision over the period 2023/4 to 2040/41, and to identify the accommodation needs of Gypsies and Travellers and Travelling Showpeople 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. It also considers need arising from residential caravan sites and boater communities.

Who the study covers?

1.3 The study covers the accommodation needs of Gypsies and Travellers and Travelling Showpeople, as defined in the PPTS. In December 2023, the government announced that it was reverting to the definition of Gypsies and Travellers and Travelling Showpeople as set out within Annex 1 of the 2012 PPTS. Therefore, the following definition from Annex 1 of the Guidance in respect of Gypsies and Travellers is used:

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

1.1 Similarly, the following definition from Annex 1 of the Guidance in respect of Travelling Showpeople is used:

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

1.4 In addition:

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

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

1.6 The study also covers the accommodation needs of residential caravan site occupants living on pitches and boat dwellers who use residential moorings.

Ethnicities

1.7 This study recognises that there are different ethnic groups within the overall term Gypsy and Traveller. The broad groups include:

- Gypsies (including English, Welsh and Scottish Gypsies or Travellers, and other Romany people).
- Irish Travellers who have specific Irish roots and who have emerged from the general Irish population as a distinctive group from around the seventeenth century or earlier.
- Roma who are recognised to be more recent migrants from Central and Eastern Europe.

1.8 For the purposes of this study, the term Gypsy and Traveller relates to people identifying as Gypsy or Irish Traveller.

1.9 Roma tend to live in bricks and mortar accommodation in line with the trend elsewhere in Europe and therefore are not generally considered to have a need to live on Gypsy and Traveller sites.

Geography and time frame for the study

1.10 This study relates to the geographical area of South Cambridgeshire District and Cambridge City Councils. The term 'Cambridge' refers to the Cambridge City Council local authority area.

1.11 The timeframe for the study is 2023/24 to 2040/41.

1.12 The base date for the study is April 2023 but the final list of sites is dated 31st March 2024 to take account of site changes since the study started. This date is still within the financial year 2023/24 when survey fieldwork was carried out.

Report structure

1.13 The 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, Traveller and Travelling Showperson population and existing provision of pitches/plots**: reviews estimates of the Gypsy and Traveller and Travelling Showpeople population across Cambridge and South Cambridgeshire and existing site/yard provision.

- **Chapter 5** **Household survey findings – Gypsies, Travellers and Travelling Showpeople:** presents relevant data obtained from the household survey research.
- **Chapter 6** **Stakeholder review – Gypsies, Travellers and Travelling Showpeople:** presents the views of stakeholder to inform the study.
- **Chapter 7** **Gypsy and Traveller residential pitch and transit/stopping place requirements**: focuses on current and future pitch requirements. This chapter includes a detailed assessment of drivers of demand, supply and current shortfalls across the study area.
- **Chapter 8** **Travelling Showpeople residential plot need:** focuses on current and future plot requirements. This chapter includes a detailed assessment of drivers of demand, supply and current shortfalls across the study area.
- **Chapter 9** **Residential caravan park need**: considers the need for residential caravan parks.
- **Chapter 10** **Boat dweller need**: considers the need for residential moorings.
- **Chapter 10** **Conclusion and recommendations**: concludes the report, providing a brief summary of key findings and recommendations.

1.14 The report is supplemented by the following appendices:

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

2. Policy context

Overview

2.1 This study is grounded in an understanding of the national legislative and planning policy context that underpins the assessment and provision of accommodation for Gypsies and Travellers, Travelling Showpeople, and those choosing to reside in caravans or boats.

2.2 This chapter sets out the policy context within which this ANA has been prepared, including a consideration of the previous GTAA for Cambridgeshire, King's Lynn & West Norfolk, Peterborough and West Suffolk.

Government policy and guidance relating to Gypsies, Travellers, Travelling Showpeople and Boat and Caravan Dwellers

2.3 The December 2023 National Planning Policy Framework states in Paragraph 63 that *'the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies'.* It then lists a number of groups including Travellers. A footnote to the paragraph *states 'Planning Policy for Traveller Sites sets out how travellers' housing needs should be assessed for those covered by the definition in Annex 1 of that document'*.

2.4 The 2015 Planning Policy for Traveller Sites (PPTS) (amended December 2023) 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 (amended) relates to evidence needed to plan positively and manage development. This states *'in assembling the evidence base necessary to support their planning approach, local planning authorities should:*

- *pay particular attention to early and effective community engagement with both settled and traveller communities (including discussing travellers' accommodation needs with travellers themselves, their representative bodies and local support groups);*
- *cooperate with travellers, their representative bodies and local support groups; other local authorities and relevant interest groups to prepare and maintain an up-to-date understanding of the likely permanent and transit accommodation needs of their areas over the lifespan of their development plan, working collaboratively with neighbouring local planning authorities; and*
- *use a robust evidence base to establish accommodation needs to inform the preparation of local plans and make planning decisions'.*

2.6 In the absence of further guidance on preparing ANAs, the methods adopted by arc4: reflect Policy A of the PPTS; build upon those methods established through previous guidance; and take into account 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 (amended) relates to planning for Gypsy and 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:

2.10 "identify and update annually, a supply of specific deliverable sites sufficient to provide 5 years' worth of sites against their locally set targets;

2.11 identify a supply of specific, developable sites, or broad locations for growth, for years 6 to 10 and, where possible, for years 11-15;

2.12 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);

2.13 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

2.14 protect local amenity and environment.

2.15 Policy B (paragraph 13) sets out that local authorities should ensure that Gypsy and Traveller sites are sustainable economically, socially and environmentally and therefore ensure that their policies:

2.16 promote peaceful and integrated co-existence between the site and the local community;

2.17 promote, in collaboration with commissioners of health services, access to appropriate health services;

2.18 ensure that children can attend school on a regular basis;

2.19 provide a settled base that reduces both the need for long-distance travelling and possible environmental damage caused by unauthorised encampment;

2.20 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;

2.21 avoid placing undue pressure on local infrastructure and services;

2.22 do not locate sites in areas at high risk of flooding, including functional floodplains, given the particular vulnerability of caravans; and

2.23 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

2.24 The planning policy statement issued with PPTS 2015 and confirmed by Ministerial Statement 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.

2.25 In addition, PPTS 2015 (amended) (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).

National legislation and guidance regarding boaters and caravan sites

2.26 The periodical review of housing needs under section 8 of the Housing Act 1985 is a statutory requirement on local housing authorities. This requires local housing authorities to assess and understand the accommodation needs of people residing or resorting to their district. It includes the duty to consider the needs of people residing in or resorting to a district with respect to sites for caravans and the mooring of houseboats as part of that requirement.

2.27 To assist councils, draft guidance relating to assessing the housing needs of caravan and houseboat dwellers was published in March 2016. This specifically related to Clause 115 of the Housing and Planning Act 2016 and recommended how councils should consider the needs of caravan dwellers and boaters. In reality, the PPTS continued to inform the approach to assessing needs of Gypsies, Travellers and Travelling Showpeople and the draft guidance provided further information to assess need for residential caravans and houseboat dwellers. This recommended the use of existing data and surveys to assess current and future need.

2.28 Additional guidance has also been prepared by the National Bargee Travellers Association in 2016 which helped to inform the questionnaire used to assess Bargee Traveller and houseboat need.

Considering 'Cultural' and 'PPTS' need

2.29 The definitions set out in 2015 PPTS (amended) have now reverted back to those of the 2012 PPTS. When considering future residential pitch/plot needs, there is no longer a distinction between Gypsies and Travellers or Travelling Showpeople and whether they have ceased to travel or continue to live a nomadic habit of life.

Previous Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessment (GTAA)

2.30 The previous 2016 GTAA was carried out soon after the introduction of PPTS 2015 definitions which introduced a 'nomadic habit of life' test when assessing need. In Cambridge, only 2 Gypsy and Traveller households were identified and no need arising over the period 2016-2036. For South Cambridgeshire, despite the high numbers of Gypsies and Travellers, the study discounted most need by identifying that only a small proportion of households met the PPTS 2015 definition. This resulted in an overall negative need over the plan period, with vacant pitches expected to meet any arising need. It identified that there could be a potential additional need for up to 68 pitches for Gypsies and Travellers in South Cambridgeshire, if there was evidence that any of these unknown households met the planning definition.

2.31 It would not be appropriate to compare the findings of the latest ANA (this report) with the 2016 study given the fundamental difference in approach, with the 2016 GTAA focusing on needs arising from households who only met the PPTS 2015 definition.

2.32 For Travelling Showpeople, the previous study identified no need in Cambridge and a need for 12 plots over the period 2016-2036 across South Cambridgeshire from those that met the PPTS 2015 definition. It identified that there could be a potential additional need for up to 3 plots for Travelling Showpeople in South Cambridgeshire, if there was evidence that any of these unknown households met the planning definition.

2.33 No previous assessment has been carried out on the accommodation needs of boat or caravan dwellers in Cambridge or South Cambridgeshire.

Responding to challenges

2.34 ANAs for Gypsies, Travellers and Travelling Showpeople 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.
- Seeking to maximise 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.

Further contextual matters

2.35 This ANA is being prepared at a time of notable change in the use of Gypsy and Traveller sites. There are a series of trends taking place which are affecting both the level of need across local authorities and the use of sites. A reversion back to the 2012 PPTS definition will result in higher levels of need being reported, particularly where previous GTAAs reported levels of pitch need based on the PPTS nomadic habit of life test.

2.36 Through our observational work elsewhere and discussions with agents, a more complex relationship between pitches, households and caravans is emerging. On some sites, there has been a dramatic increase in occupancy, with additional caravans placed on sites. However, these are not necessarily occupied by Gypsies and Travellers and there is evidence of pitches being used to accommodate new migrant communities. There are also concerns that residents are being displaced from their pitches, sometimes by force, and need to find somewhere else to live, resulting in higher levels of in-migration to local authority areas.

2.37 Against the backdrop of these emerging trends, the residential pitch needs expressed in ANAs should therefore be considered as a minimum need.

3. Methodology

Introduction

3.1 The ANA research method for Gypsies, Travellers and Travelling Showpeople is grounded in an understanding of the requirements of the NPPF and based on an established methodology which regularly withstands scrutiny at planning inquiries and hearings.

3.2 The methodology across the different groups covered in the study has comprised:

- a desktop analysis of existing documents, including data on pitches / sites, plots / yards, caravan sites, residential moorings, and unauthorised encampments, and from the 2021 Census;
- the collection of primary data, including household interviews with Gypsies and Travellers, Travelling Showpeople and boat dwellers, and information from planning applications;
- a survey of residential caravan site owners; 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, Travellers and Travelling Showpeople across the district; stakeholder consultation; survey of boat dwellers; and survey of residential caravan site owners.
- Phase 3: Needs assessment and production of the ANA 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, Travellers and Travelling Showpeople in South Cambridgeshire and Cambridge. The research has progressed with input from local authority officers.

Phase 2: Fieldwork survey and interviews with Gypsies and Travellers, Travelling Showpeople, boat dwellers and caravan site/park owners/managers

3.5 Our aim is to obtain interviews from all Gypsy, Traveller and Travelling Showpeople households living on sites using a standard questionnaire (Appendix A). This questionnaire has been carefully designed in consultation with councils, feedback from community representatives and planning agents. Site visits took place in April 2023, with interviews carried out in two main

phases – April to June 2023 and September to December 2023 to ensure that households travelling had the opportunity to contribute to the research.

3.6 Interviews were also carried out with boat dwellers and with residential caravan site owners/managers.

3.7 The following information was obtained:

- 148 Gypsy and Traveller household interviews plus data for 29 households from planning application data.
- 0 bricks and mortar interviews although attempts were made to contact households on the housing register.
- 10 interviews on pitches from households who were not Gypsy and Traveller.
- 2 interviews with Travelling Showpeople who provided information for a total of 20 households living on yards.
- 8 houseboat interviews were achieved.
- 3 responses from residential caravan site owners/managers.

3.8 The overall household response rate based on surveys and planning data is 177 Gypsy and Traveller households out of an estimated 288 households living on pitches or 61.5%. Although this level of response is lower than anticipated, given the base number of 288, the level of response represents a sample error of +/-4.6% which the ONS would describe as 'precise' and results would be highly reflective of the overall population.

3.9 For Travelling Showpeople, data on all 20 households living on plots on yards was obtained.

3.10 For boat dwellers 8 interviews were achieved but the base number of boat dwellers could not be confirmed.

3.11 For caravan sites, 3 responses to a survey on future need for sites were received from 13 caravan sites/parks surveyed or 23%.

Phase 2: Stakeholder consultation

3.12 A range of stakeholders were engaged with the ANA (see Appendix C). These included: district, city and county council officers including the Gypsy and Traveller Liaison Officers, housing and planning officers; officers from neighbouring local authorities; national Gypsy and Traveller organisations; Boat Dweller stakeholders; police and community safety officers; planning agents and councillors. Stakeholders were contacted by email and invited to take part in a survey or speak to arc4 staff directly. A total of 21 stakeholder surveys were returned. In addition some virtual meetings were held with council officers and an elected member. Letters were also sent to residential caravan owners/managers.

Phase 3: Needs assessment and production of report

3.13 A detailed explanation of Gypsy and Traveller residential pitch requirements is contained in Chapter 7 and Travelling Showpeople plots in Chapter 8, but briefly comprises analysis of the following:

- current pitch/plot 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/plots; and
- supply based on the number of authorised pitches/plots, vacant pitches/plots and a consideration of turnover on local authority pitches only and not on private pitches as these are managed privately.

3.14 The overall need for pitches/plots is then compared with the overall supply.

3.15 Results of the residential caravan and boat dweller needs assessments are detailed in chapters 9 and 10.

Gypsy and Traveller sites, pitches and households

3.16 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.

3.17 PPTS 2015 (amended) (paragraph 10) 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'*.

3.18 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.

3.19 As part of the ANA, 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

3.20 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'.*

3.21 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*'.

3.22 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'*.

3.23 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'*.

3.24 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.

Occupancy

3.25 A Gypsy and Traveller 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 ANA household survey.

3.26 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.

3.27 For each site, a pragmatic and reasonable judgement has been made as part of the ANA regarding the number of pitches or sub-divisions on sites. This may relate to the number of families living on sites or the 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 was identified through site observation (directly by site visits or indirectly through Google maps or similar), planning history and local knowledge of planning, enforcement and liaison officers.

3.28 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.

Transit/stopping place need

3.29 The assessed need for transit/stopping place provision is based on interviews with Gypsies/Travellers living on sites in South Cambridgeshire, unauthorised encampment data and stakeholder interviews.

Travelling Showpeople yards and plot size

3.30 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.

3.31 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.

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

Overview

4.1 This chapter looks at the current picture in terms of the population and demography of Gypsies, Travellers and Travelling Showpeople across South Cambridgeshire and Cambridge, before going on to explore the extent and nature of provision across the area.

Census data

4.2 In October 2023, the ONS published detailed Census 2021 data relating to Gypsy and Traveller populations. This provides valuable insights into the population dynamics and comparisons with overall populations.

4.3 The 2021 Census introduced a revised breakdown of ethnic groups. The ethnic group (detailed) variable is based on self-assessment where respondents could choose one out of 19 tick-box response categories, including write-in response options. This resulted in a total of 288 categories. ONS have included a new Roma category next to the Gypsy or Irish Traveller tick-box within the White category. 'Gypsy/Romany' and 'Roma' are also identified separately under the 'Other ethnic group' category.

4.4 This presents difficulties in comparing data between the 2011 Census and 2021 Census. The numbers of people identifying as 'Gypsy or Irish Traveller' were similar for both Cambridge and South Cambridgeshire. However, the 2021 Census identified a further 1,060 people self-identifying as 'White: Roma' with the majority within the study area living in Cambridge. It is assumed that the majority of these people did not self-identify as 'Gypsy or Irish Traveller' in 2011 and were, instead, probably classified under the more generic 'Other ethnic group'.

4.5 In 2021 only three people self-identified as 'Other ethnic group: Gypsy/Romany' in both Cambridge and South Cambridgeshire. No-one self-identified as 'Other ethnic group: Roma' in either district. Data for these groups is not published in aggregate with the 'White: Gypsy or Irish Traveller' and 'White: Roma' groups and nor is it published in a way that it can be readily combined. Therefore, the Census data presented in this report generally excludes these groups but as they are so small it has little impact on the overall findings.

4.6 2021 Census data is presented in this report to the lowest ethnic group disaggregation possible. Care is taken to accurately label all data with the appropriate ethnic group.

South Cambridgeshire

4.7 The 2021 Census reported a population of **450** people who identified as 'White: Gypsy or Irish Traveller', 175 people who identified as 'White: Roma' and 3 people who identified as 'Other ethnic group: Gypsy/Romany' living in South Cambridgeshire District. Among the 'White: Gypsy or Irish Traveller' community

there were 246 households living in bricks and mortar accommodation and 229 households living in a caravan/ mobile structure. Among the 'White: Roma' community there were 156 households living in bricks and mortar accommodation and 17 households living in a caravan/ mobile structure.

4.8 Table 4.1 sets out a range of data relating to people identifying as **'White: Gypsy or Irish Traveller' or 'White: Roma'** from the 2021 Census in South Cambridgeshire. In summary, this shows:

- About half of 'White: Gypsy or Irish Travellers' live in caravans whereas only about one in ten 'White: Roma' people do.
- About half of 'White: Gypsy or Irish Travellers' live in social rented accommodation and one in three are owner occupiers (without a mortgage). Given the low numbers of social rented caravans in South Cambridgeshire it can be deduced that the majority of social rent tenants live in bricks and mortar accommodation whereas owner occupiers have a higher propensity to live in caravans.
- In contrast, 'White: Roma' households are much more likely to be renters than owner occupiers.
- Both 'White: Gypsy or Irish Traveller' (27%) and 'White: Roma' households (16%) are more likely to experience overcrowding than the South Cambridgeshire population as a whole (3%).
- 'White: Gypsy or Irish Traveller' households include a high proportion of elderly one person households and single parent households. 'White: Roma' households include a high proportion of couple households where all the children are non-dependent.
- Both the 'White: Gypsy or Irish Traveller' and 'White: Roma' communities experience relatively high levels of poor health but the issue is particularly acute among the 'White: Gypsy or Irish Traveller' community.

4.9 Although not included in the table it is noteworthy that the 'White: Gypsy or Irish Traveller' population has a broader age profile than the 'White: Roma' population. It has a higher proportion of both children aged under 16 (32%) and adults aged over 65 (10%). The equivalent figures for the 'White: Roma' population are 14% and 6%.

4.10 Please note that the data reported from the census may differ from the findings of the household survey. This is because of the small population base of the Gypsy and Traveller population and data highly influenced by the level of response to both the 2021 Census and 2023 household survey.

Table 4.1 Housing and other characteristics of households identifying as 'White: Gypsy or Irish Traveller' or 'White: Roma' from 2021 Census: South Cambridgeshire

Theme	Category	Number of households/ population identifying as White: Gypsy or Irish Traveller	% of household/ population identifying as White: Gypsy or Irish Traveller	Number of household/ population identifying as White: Roma	% of household/ population identifying as White: Roma	% of total households/ population in district
Dwelling stock	Detached whole house or bungalow	44	9.3	31	17.9	44.3
	Semi-detached whole house or bungalow	155	32.6	69	39.9	34.5
	Terraced (including end-terrace) whole house or bungalow	30	6.3	34	19.7	15.6
	Flat, maisonette or apartment	17	3.6	22	12.7	4.8
	A caravan or other mobile or temporary structure	229	48.2	17	9.8	0.8
	Total	475	100.0	173	100.0	100.0
Tenure	Owned: Owns outright	52	32.3	6	8.5	30.4
	Owned: Owns with a mortgage or loan or shared ownership	5	3.1	13	18.3	42.3
	Private rented or lives rent free	22	13.7	40	56.3	13.5
	Rented Social rented	82	50.9	12	16.9	13.8
	Total	161	100.0	71	100.0	100.0
Occupancy	Occupancy rating of bedrooms 0 or more	343	72.8	145	83.8	97.3
	Occupancy rating of bedrooms -1 or less	128	27.2	28	16.2	2.7
	Total	471	100.0	173	100.0	100.0

Theme	Category	Number of households/ population identifying as White: Gypsy or Irish Traveller	% of household/ population identifying as White: Gypsy or Irish Traveller	Number of household/ population identifying as White: Roma	% of household/ population identifying as White: Roma	% of total households/ population in district
Household composition	One person household: Aged 66 years and over	21	12.8	5	6.9	5.1
	One person household: Other	25	15.2	10	13.9	5.8
	Single family household: Couple family household: No children	4	2.4	1	1.4	15.6
	Single family household: Couple family household: Dependent children	29	17.7	17	23.6	39.1
	Single family household: Couple family household: All children non-dependent	12	7.3	20	27.8	8.5
	Single family household: Lone parent household	52	31.7	6	8.3	8.6
	Other household types	21	12.8	13	18.1	17.3
	Total	164	100.0	72	100.0	100.0
General health	Very Good	224	46.9	93	52.8	52.2
	Good	136	28.5	52	29.5	33.6
	Fair	70	14.6	21	11.9	10.7
	Bad	37	7.7	6	3.4	2.7
	Very Bad	11	2.3	4	2.3	0.8
	Total	478	100.0	176	100.0	100.0
	Net health score (%) (VG+G-B-VB)	-	65.4	-	76.6	82.4

Source: Census 2021

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

- RM026 Accommodation Type
- RM134 Tenure
- RM028 Occupancy Ratings (bedrooms)
- RM058 Household Composition
- RM043 General Health

Cambridge

4.11 The 2021 Census reported a population of **110** people who identified as 'White: Gypsy or Irish Traveller', 885 people who identified as 'White: Roma' and 3 people who identified as 'Other ethnic group: Gypsy/Romany' living in Cambridge. Among the 'White: Gypsy or Irish Traveller' community there were 80 households living in bricks and mortar accommodation and 19 households living in a caravan/mobile structure. Among the 'White: Roma' community there were 848 households living in bricks and mortar accommodation and 1 household living in a caravan/mobile structure.

4.12 Table 4.2 sets out a range of data relating to people identifying as Gypsies and Travellers from the 2021 Census in Cambridge. In summary, this shows:

- The majority of 'White: Gypsy or Irish Travellers' live in bricks and mortar accommodation. One in five households (19) state they live in a caravan but there are no recorded Gypsy & Traveller caravan sites in Cambridge.
- Semi-detached is the predominant house type for 'White: Gypsy or Irish Traveller' and 'White: Roma' households.
- Both groups predominantly live in rented accommodation but 'White: Gypsy or Irish Travellers' are far more likely to live in social rented accommodation whereas the 'White: Roma' population are concentrated in the private rented sector.
- One in three households in both groups experience over-crowding compared to only 3% of the total population in Cambridge.
- Six in ten 'White: Roma' households live in 'Other household types'. This is likely to be Houses in Multiple Occupation (HMOs).
- The 'White: Gypsy or Irish Traveller' population experiences relatively high levels of poor health both compared to the 'White: Roma' and overall population in Cambridge.

4.13 Although not included in the table it is noteworthy that the 'White: Gypsy or Irish Traveller' population has a broader age profile than the 'White: Roma' population. It has a higher proportion of both children aged under 16 (28%) and adults aged over 65 (16%). The equivalent figures for the 'White: Roma' population are 7% and 1%.

Table 4.2 Housing and other characteristics of households identifying as 'White: Gypsy or Irish Traveller' or 'White: Roma' from 2021 Census: Cambridge

Theme	Category	Number of households/ population identifying as White: Gypsy or Irish Traveller	% of household/ population identifying as White: Gypsy or Irish Traveller	Number of household/ population identifying as White: Roma	% of household/ population identifying as White: Roma	% of total households/ population in district
Dwelling stock	Detached whole house or bungalow	17	17.2	148	17.4	13.9
	Semi-detached whole house or bungalow	25	25.3	403	47.5	30.7
	Terraced (including end-terrace) whole house or bungalow	21	21.2	103	12.1	29.8
	Flat, maisonette or apartment	17	17.2	194	22.9	25.5
	A caravan or other mobile or temporary structure	19	19.2	1	0.1	0.1
	Total	99	100.0	849	100.0	100.0
Tenure	Owned: Owns outright	3	8.6	7	2.1	20.5
	Owned: Owns with a mortgage or loan or shared ownership	3	8.6	19	5.8	24.2
	Private rented or lives rent free	3	8.6	272	83.2	32.4
	Rented Social rented	26	74.3	29	8.9	22.8
	Total	35	100.0	327	100.0	100.0
Occupancy	Occupancy rating of bedrooms 0 or more	63	63.6		66.8	89.9
	Occupancy rating of bedrooms -1 or less	36	36.4	282	33.2	10.1
	Total	99	100.0	850	100.0	100

Theme	Category	Number of households/ population identifying as White: Gypsy or Irish Traveller	% of household/ population identifying as White: Gypsy or Irish Traveller	Number of household/ population identifying as White: Roma	% of household/ population identifying as White: Roma	% of total households/ population in district
Household composition	One person household: Aged 66 years and over	5	13.9	3	0.9	4.2
	One person household: Other	9	25.0	52	15.9	9.0
	Single family household: Couple family household: No children	2	5.6	34	10.4	15.2
	Single family household: Couple family household: Dependent children	3	8.3	30	9.2	29.0
	Single family household: Couple family household: All children non-dependent	4	11.1	2	0.6	5.4
	Single family household: Lone parent household	7	19.4	9	2.8	8.7
	Other household types	6	16.7	197	60.2	28.6
	Total	36	100.0	327	100.0	100.0
General health	Very Good	48	44.0	490	55.4	55.1
	Good	22	20.2	293	33.1	32.1
	Fair	22	20.2	72	8.1	9.6
	Bad	11	10.1	26	2.9	2.6
	Very Bad	6	5.5	4	0.5	0.7
	Total	109	100.0	885	100.0	100.0
	Net health score (%) (VG+G-B-VB)	-	48.6	-	85.1	83.9

Source: Census 2021

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

- RM026 Accommodation Type
- RM134 Tenure
- RM028 Occupancy Ratings (bedrooms)
- RM058 Household Composition
- RM043 General Health

Caravan Count information

4.14 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.

South Cambridgeshire District

4.15 The figures for the last 7 Gypsy and Traveller caravan counts (January 2020 to January 2024) for South Cambridgeshire District are set out in Table 4.3. Data shows an average of 602 caravans across the area. Of these, 7.6% were in council sites, 92.1% on private sites and 0.4% on unauthorised sites.

Table 4.3 Bi-annual Traveller caravan count figures January 2020 to January 2024

South Cambridgeshire District	Authorised sites (with planning permission)	Authorised sites (with planning permission)	Unauthorised sites (without planning permission)	Total
	Social Rented	Total Private (inc. temporary permission)	Total Unauthorised	
Jan-20	47	535	0	582
Jul-21	50	557	0	607
Jan-22	43	547	0	590
Jul-22	45	555	15	615
Jan-23	44	577	0	621
July 23	43	596	0	639
Jan-24	47	515	0	562
Latest 7-count average	46	555	2	602
Latest 7-Count % Average	**7.6%**	**92.1%**	**0.4%**	**100.0%**

Source: DLUHC Traveller Caravan Count, Live Table

Counts not taken in July 2020 or January 2021 due to the COVID pandemic.

4.16 Over the past 6 annual Travelling Showperson caravan counts, there has been an average of 39 caravans reported on Travelling Showperson yards (Table 4.4).

Table 4.4 Annual Travelling Showpeople caravan count figures January 2018 to January 2024

South Cambridgeshire Count	Authorised sites (with planning permission) Social Rented	Authorised sites (with planning permission) Total Private	Unauthorised sites without planning permission Total Unauthorised	Total
2018	0	51	0	51
2019	0	32	0	32
2020	0	32	0	32
2022	0	40	0	40
2023	0	40	0	40
2024	0	40	0	40
Six-Count Average	0	39	0	39
Six-Count % Average	0	100	0	100

Source: DLUHC Travelling Showpeople Caravan Count, Live Table 3

Counts not taken in January 2021 due to the COVID pandemic.

Cambridge City

4.17 For Cambridge, the last 7 bi-annual caravan counts (January 2020 to January 2024) and last 6 annual Travelling Showperson caravan counts (January 2018 to January 2024) have reported zero caravans.

Local sites and yards

4.18 Authorised sites are those with planning permission and can be on either public or privately-owned land. Unauthorised sites are made up of: longer-term (approximately three months or longer) unauthorised encampments, which can be considered to be indicative of a permanent need for accommodation (in some instances local authorities class these as tolerated sites and do not take enforcement action to remove them); and unauthorised developments, where Gypsies or Travellers are residing upon land that they own and which does not have planning permission (see Appendix B for more detailed definitions).

South Cambridgeshire District

4.19 Table 4.5 sets out the range of sites across South Cambridgeshire District. From site information provided by the councils, extensive site visits and observation and household surveys, it has been established that there are a total of 65 Gypsy and Traveller sites with 390 pitches (283 pitches currently occupied by 288 Gypsy and Traveller households, 70 pitches occupied by non-Gypsy/Travellers based on site observation and 37 pitches are vacant), broken down further as:

- 2 council sites, 32 pitches (32 occupied by Gypsy and Traveller households, 0 vacant).

- 56 private authorised sites, 342 pitches (238 occupied by 243 Gypsy and Traveller households, 70 by non-Gypsy/Traveller households, 34 vacant pitches). There are some pitches where there are more than one household present but any needs arising are covered in pitch need analysis.
- 2 sites with lapsed planning permission, 2 pitches (2 occupied by 2 Gypsy and Traveller households).
- 4 sites with planning permission pending, 13 pitches (11 occupied by 11 Gypsy and Traveller households, 2 vacant).
- 1 unauthorised site, 1 pitch (0 occupied by Gypsy and Traveller households, 1 vacant).

4.20 Table 4.6 shows Travelling Showperson provision, summarised as:

- 2 private yards, 25 plots (20 plots occupied, 5 vacant but used for storage).

4.21 Table 4.7 sets out the summary position regarding pitches/plots, vacancy and occupancy as at 31st March 2024. This provides a transparent base position from which the modelling of future pitch need in Section 6 can proceed. However, it should be acknowledged that the existing private sites are mainly for extended family groups and the ability to live on these sites is therefore restricted.

4.22 It should also be noted there are unauthorised caravan sites in the Chesterton Fen Road area which are not believed to be occupied by Gypsies and Travellers.

Table 4.5 List of Gypsy & Traveller pitches on sites in South Cambridgeshire, plus occupancy and number of survey responses (as of 31st March 2024)

Site Code	Type of Site	Total Pitches	Total occupied by G&T	Total occupied non G&T	Vacant pitches	Total G&T interviews	Data from planning app	Total response	Total non-G&T interviews	No response
LA1	Local Authority	16	16	0	0	8	0	8	0	8
LA2	Local Authority	16	16	0	0	11	0	11	0	5
Lapsed1	Lapsed permission	1	1	0	0	0	0	0	0	1
Lapsed2	Lapsed permission	1	1	0	0	0	0	0	0	1
PDP1	Planning decision pending	2	0	0	2	0	0	0	0	0
PDP2	Planning decision pending	1	1	0	0	0	0	0	0	1
PDP3	Planning decision pending	1	1	§0	0	1	0	1	0	0
PDP4	Planning decision pending	9	9	0	0	0	9	9	0	0
Priv1	Private Authorised	8	8	0	0	9	0	9	0	1
Priv2	Private Authorised	3	3	0	0	0	0	0	0	3
Priv3	Private Authorised	2	2	0	0	1	0	1	0	0
Priv4	Private Authorised	2	2	0	0	5	0	5	0	0
Priv5	Private Authorised	1	1	0	0	1	0	1	0	0
Priv6	Private Authorised	1	1	0	0	1	0	1	0	0
Priv7	Private Authorised	1	1	0	0	1	0	1	0	0
Priv8	Private Authorised	1	1	0	0	1	0	1	0	0
Priv9	Private Authorised	1	1	0	0	1	0	1	0	0
Priv10	Private Authorised	1	1	0	0	1	0	1	0	0
Priv11	Private Authorised	1	1	0	0	1	0	1	0	0
Priv12	Private Authorised	1	0	0	1	0	0	0	0	0
Priv13	Private Authorised	1	1	0	0	1	0	1	0	0
Priv14	Private Authorised	1	1	0	0	1	0	1	0	0
Priv15	Private Authorised	1	1	0	0	0	0	0	0	1
Priv16	Private Authorised	1	1	0	0	1	0	1	0	0
Priv17	Private Authorised	1	1	0	0	1	0	1	0	0
Priv18	Private Authorised	1	1	0	0	0	0	0	0	1
Priv19	Private Authorised	1	1	0	0	1	0	1	0	0

Site Code	Type of Site	Total Pitches	Total occupied by G&T	Total occupied non G&T	Vacant pitches	Total G&T interviews	Data from planning app	Total response	Total non-G&T interviews	No response
Priv20	Private Authorised	1	1	0	0	1	0	1	0	0
Priv21	Private Authorised	1	1	0	0	1	0	1	0	0
Priv22	Private Authorised	1	0	0	1	0	0	0	0	0
Priv23	Private Authorised	1	1	0	0	1	0	1	0	0
Priv24	Private Authorised	1	1	0	0	1	0	1	0	0
Priv25	Private Authorised	8	8	0	0	8	0	8	0	1
Priv26	Private Authorised	1	1	0	0	1	0	1	0	0
Priv27	Private Authorised	4	4	0	0	4	0	4	0	0
Priv28	Private Authorised	1	1	0	0	1	0	1	0	0
Priv29	Private Authorised	5	5	0	0	4	0	4	0	1
Priv30	Private Authorised	28	9	2	17	7	0	7	2	0
Priv31	Private Authorised	12	4	0	8	0	0	0	0	4
Priv32	Private Authorised	1	1	0	0	1	0	1	0	0
Priv33	Private Authorised	3	3	0	0	0	0	0	0	3
Priv34	Private Authorised	3	3	0	0	0	3	3	0	0
Priv36	Private Authorised	32	32	0	0	15	0	15	0	17
Priv37	Private Authorised	21	19	0	2	6	0	6	0	13
Priv38	Private Authorised	12	4	8	0	3	0	3	1	1
Priv39	Private Authorised	0	0	0	0	0	0	0	0	0
Priv40	Private Authorised	7	0	7	0	0	0	0	2	0
Priv41	Private Authorised	1	1	0	0	0	0	0	0	1
Priv42	Private Authorised	10	10	0	0	4	0	4	0	6
Priv43	Private Authorised	26	0	26	0	0	0	0	5	0
Priv44	Private Authorised	1	1	0	0	0	0	0	0	1
Priv45	Private Authorised	16	14	0	2	10	0	10	0	4
Priv46	Private Authorised	20	20	0	0	7	0	7	0	13
Priv47	Private Authorised	30	27	0	3	8	0	8	0	19
Priv48	Private Authorised	7	1	6	0	1	0	1	0	0

Site Code	Type of Site	Total Pitches	Total occupied by G&T	Total occupied non G&T	Vacant pitches	Total G&T interviews	Data from planning app	Total response	Total non-G&T interviews	No response
Priv49	Private Authorised	22	1	21	0	1	0	1	0	0
Priv50	Private Authorised	2	2	0	0	0	0	0	0	3
Priv51	Private Authorised	1	1	0	0	0	0	0	0	1
Priv52	Private Authorised	2	2	0	0	0	0	0	0	2
Priv53	Private Authorised	3	3	0	0	3	0	3	0	0
Priv54	Private Authorised	1	1	0	0	1	0	1	0	0
Priv55	Private Authorised	1	1	0	0	1	0	1	0	0
Priv56	Private Authorised	1	1	0	0	1	0	1	0	0
Priv57	Private Authorised	1	1	0	0	2	0	2	0	0
Priv58	Private Authorised	1	1	0	0	0	1	1	0	0
Priv59	Private Authorised	1	1	0	0	0	1	1	0	0
Priv60	Private Authorised	1	1	0	0	0	1	1	0	0
Priv61	Private Authorised	1	1	0	0	0	1	1	0	0
Priv62	Private Authorised	1	1	0	0	1	0	1	0	0
Priv63	Private Authorised	6	6	0	0	0	6	6	0	0
Priv64	Private Authorised	3	3	0	0	0	3	3	0	0
Priv65	Private Authorised	4	4	0	0	0	4	4	0	0
Priv66	Private Authorised	6	6	0	0	7	0	7	0	0
Unauth1	Unauthorised	1	0	0	1	0	0	0	0	0

G&T=Gypsy and Traveller

Notes

Non-response was either due to households not being available after multiple visits or refusals.

Table 4.6 List of Travelling Showperson plots on yards in South Cambridgeshire, plus occupancy and number of survey responses (as of 31st March 2024)

Yard Code	Type of Yard	Total Plots	Total occupied by TSP	Total occupied non TSP	Vacant plots	Total TSP interviews	Total non-TSP interviews	No response
TSP 1	Private Authorised	10	10	0	0	10	0	0
TSP 2	Private Authorised	15	10	0	5	10	0	0

TSP=Travelling Showperson

Table 4.7 Summary of sites, pitches, occupancy and response, South Cambridgeshire at 31st March 2024

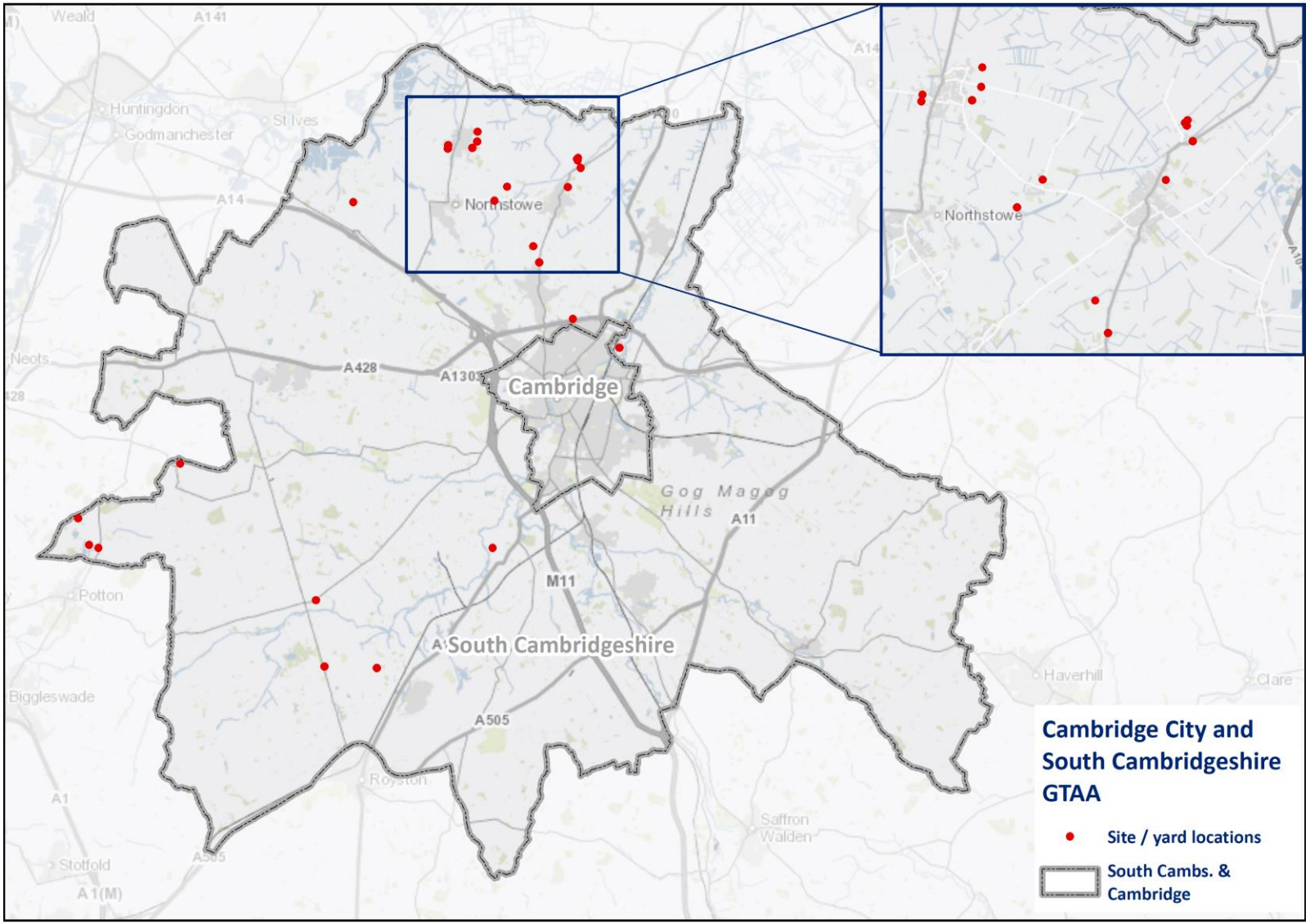
Gypsy and Traveller	Total number of sites	Total pitches	Occupied pitches by G&Ts	Occupied by non- Gypsy/ Travellers	Vacant pitches	Total G&T households	Total G&T household interviews achieved	Data from planning application	Total Household data	Non Traveller interviews
Private sites	56	342	238	70	34	243	128	20	148	10
Council sites	2	32	32	0	0	32	19	0	19	0
Lapsed permission	2	2	2	0	0	2	0	0	0	0
Planning decision pending	4	13	11	0	2	11	1	9	10	0
Unauthorised	1	1	0	0	1	0	0	0	0	0
TOTAL G&T	65	390	283	70	37	288	148	29	177	10
Travelling Showperson	**Total number of yards**	**Total plots**	**Occupied plots**	**Occupied by non-TSP**	**Vacant plots**	**Total TSP households**	**Total TSP household interviews* achieved**	**Non response**	**Total Household data**	
Private yards	2	25	20	0	5	20	20	0	20	

G&T=Gypsy and Traveller

TSP=Travelling Showperson

*Two interviews with yard owners who provided information for all households living on plots

Map 4.1 Location of Gypsy and Traveller sites and Travelling Showpeople's yards in South Cambridgeshire and Cambridge



5. Household survey findings - Gypsies, Travellers and Travelling Showpeople

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

Gypsy and Traveller households living in South Cambridgeshire

5.2 A review of the characteristics of Gypsy and Traveller households living in South Cambridgeshire District has been based on data from a total of 177 households living on sites. Of these, information on 148 households is based on household interviews and for 29 households from planning application data.

5.3 The number of household responses achieved is summarised for each question. The household data are presented in a manner which maintains respondent confidentiality. If analysis refers to 'small numbers' this means 4 or fewer households responding to a question.

5.4 **Ethnicity** (base=139): Of household representatives interviewed 85.6% described themselves as Gypsy (including Romany, Romany Gypsy and English Gypsy) and 14.4% as Irish Traveller.

5.5 **Household size** (base=169): 29.0% of households were single person; 27.8% two person; 11.8% three person; 13% four person, 7.7% five person and 10.7% six or more people.

5.6 **Household type** (base=169): 29.0% were singles, 9.5% were single parents which can include non-dependent children, 21.3% were couples, 22.5% were couples with child(ren) which can include non-dependent children, and 17.8% were multi-adult families or extended families, such as couples with siblings living with them.

5.7 **Age profile:** The household survey identified a total of 504 Gypsies and Travellers living on sites in South Cambridgeshire. Detailed age information was available for 452 people: 25.2% were aged 13 or under, 7.3% aged 14-17, 8.8% aged 18-24, 21.7% aged 25-39, 27.7% aged 40-59 and 9.3% aged 60 and over.

5.8 **Length of residence** (base=137): 9.5% had lived at their current place of residence for less than 5 years, 23.4% between 5 and less than 10 years, 23.4% between 10 and less than 15 years, 17.5% between 15 and less than 20 years and 26.3% for 20 years or more.

5.9 **Overcrowding:** When asked if their home was overcrowded (base=137), 100% said no. When asked whether their pitch was overcrowded (base=137),100% said no.

5.10 **Regarding the need for more residential pitches** (base=133), respondents were asked if they felt there was a need for more pitches. This was to gauge local views on need and does not influence the needs assessment modelling

carried out. 50.4% said there was a need for more and 49.6% said no more pitches were needed. 43 respondents stated a number; 86% said up to 10 pitches and 14% stated between 5 and 8 pitches. In addition, 4 respondents said 'any' or 'as many as possible' and 18 said they did not know.

5.11 **In terms of tenure preferences for new pitches** (base=63), respondents were asked if sites should be developed privately or by councils. There was a preference for pitches on private sites (61.1% overall) and 38.9% stated a preference for pitches on council sites.

5.12 Detail on responses related to the need for temporary/transit accommodation are covered in Chapter 7.

Household mobility of Gypsies and Travellers

5.13 Regarding movement into and out of the study area, the Gypsy and Traveller household survey identified 12 (unweighted) households who had moved into South Cambridgeshire. Of these households 3 had moved either from Cambridge or from elsewhere in the East of England; 2 had moved from elsewhere in England; 3 from Scotland, 2 from Ireland and 2 had been travelling generally.

5.14 The household survey also asked respondents where they were living when they were 15 to get a broader perspective on the extent to which people moved. Of people responding (base=133), 87.2% were living on a site, 11.3% on the roadside and 1.5% in bricks and mortar. Table 5.1 summarises where people were living, which indicates that 53% were living in the Cambridge/South Cambridgeshire area, 35.6% were living in other parts of the UK and Ireland, and 11.4% were roadside travellers.

Table 5.1 Place of residence of respondents when they were 15

Location	%
Cambridge/South Cambridge	53.0
Huntingdonshire	3.0
Elsewhere East of England	12.9
Elsewhere England and Wales	6.1
Scotland/Northern Ireland	3.0
Ireland	10.6
Travelling	11.4
Total	100.0
Base	132

Source: ANA household survey

Help and support needs for Gypsies and Travellers

5.15 Respondents were asked if they had any broader help and support needs. Most said they had no needs but a small number mentioned specific need around health issues. For confidentiality reasons further information is not presented in this report.

Travelling Showpeople

5.16 Details of Travelling Showpeople households were obtained from owners and representatives on the two long-standing yards located in South Cambridgeshire.

5.17 There were a total of 44 households living across 20 occupied plots. Because of the size of the plots, the households were not necessarily overcrowded in terms of residential space available for chalets and caravans.

5.18 The profile of households was: 18.2% single, 45.5% couple and 36.4% couple and child/children.

5.19 There were a total of 83 adults aged 18 and over, and 31 children living across occupied plots. Of the total population of 114, 18.4% were aged 13 or under, 8.9% were 14 to 17, and 72.8% were aged 18 and over.

6. Stakeholder review – Gypsies, Travellers and Travelling Showpeople

Introduction

6.1 As part of our research, arc4 contacted a range of stakeholders to obtain feedback on Gypsy and Traveller, Travelling Showpeople and Boat Dweller matters. Responses relating to Gypsies, Travellers and Travelling Showpeople is presented in this chapter, with information regarding residential caravan and boat dwellers presented in Chapters 9 & 10. Please note these are the views and opinions of stakeholders, including council officers, but not necessarily the views of the councils or arc4.

Residential Pitch Need: Gypsies and Travellers

6.2 Stakeholders, including the Traveller Health Team for Cambridgeshire County Council (CCC) generally felt that new pitches are needed due to overcrowded pitches and waiting lists. Council officers commented that some families double up on pitches. Travellers are frequently moved on from highway areas by council enforcement officers, which also suggests there may be a need for more permanent pitches in the area. Even just one more council owned site would help alleviate some of the families on the waiting list.

6.3 Council officers noted that there has recently been an increase in population due to Gypsies and Travellers moving into South Cambridgeshire. Without additional sites, Gypsies/Travellers end up settling at locations where they are not allowed and this results in an increase in complaints. It is anticipated that additional demand will also arise from newly forming households.

6.4 Neighbouring council officers mentioned that very few, if any, pitches have historically been available within Cambridge so there is not the same base of existing households from which to generate additional demand. Further discussions with members of Gypsy and Traveller communities may indicate a desire to locate within or closer to the city.

6.5 It is important that existing sites are not expanded beyond their capabilities. The supporting text for Policy H/21: Gypsy and Traveller Provision at New Communities in the adopted South Cambridgeshire Local Plan 2018 states that sites should normally contain 5-10 pitches. Based on discussions with a council officer, sites can be effectively managed up to about 16 pitches as per the council managed sites in South Cambridgeshire.

6.6 A council officer stated that there was a need and there were waiting lists for residential pitches managed by the council. Often family members wish to stay close to each other but capacity of pitches and locations leave them having to go elsewhere, away from family, or living on cramped pitches.

Potential locations for permanent sites

6.7 Stakeholders suggested a number of indicators for appropriate locations for permanent sites including locations with good accessibility to basic services to promote ease of use and improved quality of life opportunities for the sites'

residents. Potential locations would be in or near existing settlements; on the outskirts of the city, located within reasonable distance of amenities and somewhere that lends itself well to engendering community cohesion.

6.8 Council officers were in agreement that the locations should provide convenient access to essential services such as healthcare facilities, schools, employment opportunities, public transportation, and shops. The locations should have necessary infrastructure and facilities, including water, sanitation, electricity, waste management, and telecommunications.

6.9 Officers suggested smaller sites in larger numbers would enable the Gypsy/Traveller community to support each other and may well be more appealing to the surrounding housed communities who may be more accepting of smaller sites.

6.10 Although the location of sites should be guided by policy, a range of sites offering a choice of locations is preferable. South Cambridgeshire has a number of existing sites across the district and is more rural, so spaces may be easier to find, but more provision closer to Cambridge would be of benefit too. Council officers highlighted a council site to the south of the district and one to north so maybe a site needs to be located in the west or east.

6.11 More generally, council officers commented that the location should be considered in the context of the CLG Designing Gypsy & Traveller Sites Good Practice Guide 2008 and looking at best practice elsewhere. Sites should not be in locations which would be considered unsuitable for bricks and mortar housing. Gypsy and Traveller communities tend to prefer sites which are on the edge of developments, rather than closely mixed in with the existing community.

Potential barriers to permanent sites

6.12 The main barrier to permanent sites highlighted by many stakeholders is in relation to community acceptance. Council officers commented that there have been various consultations, land searches and proposed locations but the feedback and backlash from the general public tends to hinder any progress.

6.13 Council officers went on to say that engaging with both settled communities and Gypsy and Traveller communities in a meaningful and inclusive manner can be challenging. Measures such as reviewing and updating planning policies, improving community engagement strategies, securing funding, and addressing infrastructure needs can help to overcome these barriers and pave the way for the provision of new permanent sites for Gypsies and Travellers.

6.14 Neighbouring council officers suggested that the provision of smaller (4 to 8 pitch) sites focused on family groups may assist with ease of integration and reduce expressions of concern from nearby residents. Provision of high quality sites with good access, service provision, waste management and attractive landscaping may also assist with integration.

6.15 Neighbouring council officers also highlighted that allocating sites in a Local Plan can cause objections from the settled community. Using a criteria-based policy approach, based on appropriate evidence including an up-to-date ANA, would be more useful to establish where acceptable sites might be.

6.16 Issues relating to availability and appropriateness of land (including connection to utilities, proximity to highways) were highlighted by a council officer. Securing funding for the acquisition of land, planning, site development, ongoing maintenance and regulatory constraints are another set of barriers highlighted by council officers.

6.17 Council officers highlighted that strong leadership and cross-partner working are needed to ensure that, if suitable sites are identified, everything possible is done to work with the Gypsy, Traveller and settled communities to bring them forward.

6.18 Council officers also commented that it would also be easier to deliver these facilities on publicly owned land but this is a precious commodity in both districts and so far nothing has been identified as suitable. Nevertheless, a local authority officer task and finish group has been established, steered by elected members and overseen by senior officers, to look at public land (including that owned by South Cambridgeshire District Council, Cambridge City Council and Cambridgeshire County Council) and private land options, for both permanent pitch provision and transit/temporary stopping places.

6.19 The Call for Sites process as part of the emerging Local Plan did not result in any Gypsy and Traveller sites being proposed. Council officers noted that identifying someone to deliver and manage sites is another issue.

Gypsy and Traveller unauthorised encampments and the need for temporary provision

6.20 As context for this section, it should be noted that views sometimes differed on the need for temporary provision, even for example amongst different groups of council officers, whose information may come from different sources. This includes reasons for stopping, and what might be needed and where.

6.21 Views in this section also need to be considered in the context of other data collected around unauthorised encampments which is explored in Chapter 7 of this assessment.

6.22 Council officers identified a number of unauthorised encampments in Cambridge over recent years. Most of these involve a small number of families / households each year. They are often, but not always, seasonal, around June or July, and may be linked to Midsummer Fairs.

6.23 More specifically, council officers identified a number of clusters of unauthorised encampments in the Trumpington area but they are often linked to visiting family members in Addenbrooke's or Papworth hospitals or for funerals, weddings and other family events. Temporary provision near to hospitals would be of great benefit to families who need to visit. They could also help those travelling through the area who just need to pull over for a couple of days before moving on.

6.24 Council officers also commented that encampments in unauthorised locations can cause tensions between Gypsies/Travellers and the settled community. There are also costs associated with moving groups on if legal action is required.

Transit sites

6.25 Council officers indicated a chronic shortage of Gypsy/Traveller pitches and temporary transit sites in the area. They felt that more transit sites and pitches are needed on the outskirts of the city where the relevant facilities are in place.

6.26 Neighbouring council officers suggested that transit sites are needed to accommodate those travelling around Cambridge and along major transport routes. They are also needed within the city border which would allow stopping places for families to visit relatives in hospital. It would be helpful to have a better understanding of the purpose of visits to assist with planning.

6.27 A council officer identified a need for these types of sites owing to the number of times that enforcement action is required to move Gypsies/Travellers on from unauthorised locations. Transit sites would need to be located close to major through routes. Transit pitches could possibly be located on land, in the ownership of National Highways, alongside the A14.

6.28 Due to the pattern of major highway routes crossing South Cambridgeshire and skirting Cambridge, neighbouring council officers commented that it is likely that temporary stop-over places rather than transit sites may be useful to facilitate safe stopping places en-route for longer journeys with access to water, sanitation and waste disposal facilities.

Temporary stop-over places

6.29 Stakeholders provided similar responses in relation to temporary stop over places to those they provided for questions around transit sites, in that they generally felt there is a need for temporary stop-over places.

6.30 The starting point identified by council officers, would be to work out why unauthorised encampments have been set up, what occupants' plans are, and then to help them with moving to somewhere more appropriate. Neighbouring council officers commented that temporary stop-over places would be more beneficial and easier to manage than transit pitches. They may also be useful to reduce conflict arising from unauthorised encampments.

6.31 Council officers highlighted that temporary stop-over places are needed to safeguard Gypsies and Travellers from over-policing and criminal prosecution under the Police, Crime, Sentencing and Courts Act (PCSC Act). The outskirts of the city would be good potential locations. There is already anecdotal evidence of a need for some sort of stopping provision near to Addenbrooke's Hospital.

Barriers to transit provision and temporary stop-over places

6.32 Both transit and temporary stop-over provision present similar barriers and challenges. Stakeholders highlighted the challenges of transit sites including, the space needed; cost of provision and maintenance; management challenges and difficulties in moving people on.

6.33 Council officers suggested transit sites generally need more space, are more difficult to manage, are expensive to maintain, require planning consent and prove difficult to move people on from.

6.34 One council officer stated that temporary stop-over places need to take into account essential safety requirements related to the adjoining highway. Verge areas are inappropriate and accesses must be safe. Littering and parking should not be allowed to spill-over to the highway. Neighbouring land and boundary features must not be damaged.

6.35 Council officers also highlighted that roadside stopping places may not always be suitable for safety reasons, or where – for example – a family is in the area for hospital visits or treatment.

6.36 Difficulties in identifying suitable temporary stop-over land in close proximity to preferred travelling routes are also a barrier, although probably less so than for transit sites.

6.37 Council officers suggested working with land-owning partners to identify land is probably the main way to deal with this. There is also a need to work with Gypsy, Traveller and settled communities to minimise the risk of tensions between the two. Funding and resources are crucial to ensure that resources are directed towards the development and upkeep of such sites which present value for money concerns.

6.38 It was suggested by some council officers that local authorities should work towards identifying and designating transit sites that provide necessary facilities and services. Inadequate planning policies and legal frameworks can hinder the provision of transit sites for Gypsies and Travellers. It is important to engage with local communities, advocacy groups, and legal experts to help to shape inclusive planning frameworks.

6.39 Neighbouring council officers recommended that collaboration with members of the Gypsy and Traveller community and/or representative bodies on desirable locations would be necessary to ensure that any such provision was actually in the most appropriate location. Involving the Gypsy and Traveller communities themselves could help with what these spaces should look like to encourage more people to use them, according to community coordinators.

6.40 Insufficient infrastructure and services, such as water, sanitation, electricity, and waste management, can impede the establishment of temporary stop-over places. It is important to ensure that places are equipped with the necessary infrastructure and services to meet the basic needs of the residents.

6.41 Council officers highlighted public opposition, deep-rooted negative attitudes and discrimination against Gypsies and Travellers which can hinder the establishment of temporary stop-over places. Local opposition fuelled by prejudice may lead to planning rejections and delays. Addressing this barrier requires extensive community engagement, awareness campaigns, and education programmes to address concerns, challenge misconceptions, dispel stereotypes and foster greater understanding.

6.42 Neighbouring council officers suggested that if a site is suitable for a temporary stop-over place it may be appropriate for a permanent site and consideration may need to be given to this if there is a shortage of sites.

Gypsies and Travellers in bricks and mortar/residential sites accommodation

6.43 Although exact numbers are not known, council officers have helped to move 'a large number' of Gypsies and Travellers into bricks and mortar accommodation and therefore suggest a large proportion are living in this type of accommodation.

6.44 Council officers also commented that they have placed a number of groups in bricks and mortar in both Cambridge and South Cambridgeshire.

6.45 Council officers suggested that it should be possible to deduce an estimate of 'bricks & mortar' population from the 2021 Census including their spatial distribution.

6.46 The Traveller Health team have experience of working with these families.

Access to facilities, services and unmet need

6.47 Administrative systems are designed for the majority but not the most vulnerable. Digital and online apps and emails can be a barrier for Gypsy and Traveller communities. Important information is often missed as it cannot be accessed or Gypsy and Traveller community members may not have anyone who can support them. It can be even more difficult to access services if families and communities are on the move.

6.48 Access to quality education can be a challenge for both children and adults. Support with reading, finances, and access to IT were all highlighted as challenges. One example shared was IT and online access to apply for provisional driving licences and tests to enable more independence wherever they live.

6.49 Access to basic infrastructure and services, such as water, sanitation, electricity, and waste management, can be limited for Gypsy and Traveller households. Households often face challenges in accessing stable employment and economic opportunities and may encounter social exclusion, prejudice, and discrimination.

6.50 Stakeholders also questioned how the needs of children and young people are assessed and what more can be done to support them as they develop into young adults.

6.51 One of the main barriers identified by council officers is having somewhere to stop on a temporary basis. Cambridge City Council have recruited a Community Development Officer to focus on Gypsy and Traveller needs so more information will continue to emerge from their work.

Movement and cross-boundary considerations

6.52 Stakeholders are not aware of any particular patterns or regular movements apart from some seasonal visits, visiting family in local hospitals and general movement along the M11 and A14 travel corridors.

6.53 Huntingdonshire has a direct boundary with South Cambridgeshire so there may be movement between the two. However, there has been very limited

demand for Travelling Showpeople yards within Huntingdonshire so this is not anticipated to form a cross-boundary issue.

6.54 Neighbouring council officers commented that it would be good to try and gain a better understanding of the movements of the Gypsy and Traveller communities and what impact, if any, there is likely to be on nearby/neighbouring districts in terms of the need for the provision of sites.

6.55 Provision of new sites can be contentious and it is beneficial to consider additional provision both within this local study area and nearby districts. Neighbouring council officers want to ensure that new sites are most appropriately located to meet identified needs whilst being acceptably located in terms of impact on the countryside and existing settled communities.

6.56 Previously, assessments of the need for additional accommodation for Gypsies and Travellers have been undertaken collaboratively across the wider Cambridgeshire area and beyond to ensure that all needs were identified. Neighbouring council officers suggested there may be the potential for the councils to raise future Duty to Co-operate issues with local authorities outside of Cambridge and South Cambridgeshire.

Travelling Showpeople

Potential location of yards

6.57 Council officers identified two existing yards in South Cambridgeshire; located in Meldreth.

6.58 Potential new locations suggested by council officers would be in or near to settlements, near existing yards, close to schools and health services. However, they need a lot of space for their kit so central Cambridge might not be an option.

Barriers to the provision of new permanent yards

6.59 Council officers suggested that the key barrier to finding deliverable sites is that they need to be large enough to accommodate vehicles, accommodate storage needs, with appropriate highway access and adequate accessibility to services.

6.60 Council officers commented that local authorities face challenges due to limited availability, and opposition from local communities. It is crucial to advocate increased funding allocations for new permanent yards and ensure that resources are directed towards their development and upkeep.

6.61 Lack of sites coming forward through the planning process is another major barrier identified by council officers. Strong leadership and cross-partner working are needed to ensure that, if suitable sites are identified, everything possible is done to work with the Travelling Showpeople and settled communities to bring them forward.

Key strategic messages from stakeholders

6.62 Council officers highlighted the need for a clear and transparent assessment of what is required and where, including a clear picture of the need for stopping places; how many, how often they are likely to be needed (during a typical year)

and where they should be located. This is a particular priority for Cambridge City Council elected members and decisions will be informed by the ANA.

6.63 Council officers also commented that there should be clarity on the need for residential pitches, how that need may change and how authorities might best meet that need whilst getting value-for-money for the investment.

6.64 Neighbouring council officers noted the need for clear, specific numbers of additional pitches, yards and residential moorings required by five-year time periods leading to a concrete plan of action in terms of timeframe for sites or pitch delivery.

6.65 The importance of providing access to essential services and amenities, such as water, sanitation, electricity, healthcare, education, and waste management on sites and how sites could be managed was identified as a key strategic message that needs to come from the ANA by council officers.

6.66 There is a need to promote meaningful participation and engagement of Gypsies and Travellers in decision-making processes regarding how accommodation provision would work towards fostering more positive relationships and social integration with settled communities.

6.67 The importance of recognising and respecting the cultural identity, lifestyle, and traditions of Gypsies and Travellers was also highlighted as a key area.

6.68 South Cambridgeshire District Council has a Gypsy/Traveller liaison officer, and Cambridge City Council has a Community Development Officer focussing on Gypsy and Traveller needs. However, models of best practice from elsewhere would be welcome, including recommendations on engendering some community cohesion.

6.69 Neighbouring council officers commented on the need for guidance on protecting existing Gypsy Traveller sites, Travelling Showpeople yards and residential moorings.

6.70 Council officers also commented on the need for an allocated officer working solely on Gypsy and Traveller matters, as it is a complex area.

6.71 Cambridgeshire County Council could have a role in coordinating and monitoring unauthorised encampment activity and movements across Cambridgeshire and beyond, working with districts and neighbouring counties.

6.72 Stakeholders were asked if the survey contributed to Duty to Cooperate discussions. Those who responded agreed, including Huntingdonshire and Fenland District Councils.

7. Gypsy and Traveller residential pitch and transit/stopping place requirements

Introduction

7.1 This chapter reviews the overall residential pitch requirements of Gypsies and Travellers across South Cambridgeshire and Cambridge. It takes into account current supply and need, as well as future need, based on modelling of data. This chapter also considers transit/stopping place requirements for Gypsies and Travellers. It also includes planning policy recommendations for residential pitches and transit requirements for Gypsies and Travellers.

7.2 The calculation of residential 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 needs (see Chapter 2 for further discussion).

7.3 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 to derive key supply and demand information. Modelling presents an overall need based on the 2012 PPTS definition which is also called the 'cultural' need, that is anyone identifying as a Gypsy or Traveller.

Gypsy and Traveller pitch residential requirement model overview

7.4 Residential pitch need is assessed for two time periods. A short-term 5-year model looks at need over the next five years (2023/24 to 2027/28). A longer-term model looks at need beyond the five-year period and up to 2040/41 arising from children likely to need a pitch.

7.5 In terms of **residential pitch need**, the 5-year model derives a figure for total pitch need by considering:

- the baseline number of households who meet the PPTS 2012 definition on all types of site (authorised, unauthorised and temporary authorised sites) as of 31 March 2024;
- 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.

7.6 In terms of **supply**, the model considers:

- total supply of current pitches on authorised sites;
- supply from new sites being developed; and
- vacant pitches on authorised sites.

7.7 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.

7.8 The longer-term model then considers the residential need beyond the five-year period and up to 2040/41. This is based on the age profile of children under 13 living in Gypsy and Traveller households on pitches. A variant to the longer-term model is also presented which considers the potential impact of longer-term migration on overall pitch need.

South Cambridgeshire residential pitch need analysis: 5-year need model

7.9 Table 7.1 provides a summary of the 5-year pitch need calculation for South Cambridgeshire. Each component in the model is then discussed to ensure that the process is transparent and any assumptions clearly stated.

Table 7.1 Summary of demand and supply factors: Gypsies and Travellers – South Cambridgeshire District 2023/24 to 2027/28

RESIDENTIAL PITCH NEED			South Cambridgeshire District
1	**Households living on pitches**	1a. On council sites	32
		1b. On authorised private sites	243
		1c. On sites with lapsed planning permission	2
		1d. Planning permission pending	11
		1d. On unauthorised sites	0
		1e. Total (1a to 1d)	**288**
2	**Estimate of households living in bricks and mortar accommodation**	**2021 Census estimate** (164 households of whom an estimated 50.5% live in bricks and mortar housing)	**83**
		Weighting for non-response	***1.63***
3	**Existing households planning to move in next 5 years or on unauthorised site**	**Currently on sites**	
		3a. To another pitch/same site (no net impact)	1.6
		3b. To another site in district (no net impact)	4.9
		3c. From site to bricks and mortar (-)	3.3
		3d. To site/bricks and mortar outside district (-)	1.6
		Currently in Bricks and Mortar	
		3e. Planning to move to a site in LA (+)	4.4
		3f. Planning to move to another bricks and mortar property (no net impact)	0.0
		In-migrant households	
		3g. Allowance for in-migration (+)	19.5
		3h. TOTAL Net impact (-3c-3d+3e+3g)	**19.1**
4	**Emerging households (within the next 5 years)**	4a. Currently on site and planning to live on current site (+)	3.3
		4b. Currently on site and planning to live on another site in the district (+)	39.9
		4c. Currently on site and planning to live outside the district	1.6
		4d. Currently in bricks and mortar planning to move to a site in LA (+)	0.0
		4e. Currently in bricks and mortar and moving to bricks and mortar (no net impact)	0.0
		4f. Currently on site and moving to bricks and mortar (no net impact)	0.0
		4g. TOTAL (4a+4b+4d)	43.1
5	**Total Need**	**1e+3h+4g**	**350.2**
SUPPLY			
6	**Current supply of authorised pitches**	6a. Current supply of occupied permanently authorised pitches (1a. and 1b. from households living on pitches)	275
		6b. Vacant authorised pitches	34
		6c. Total current authorised supply (6a+6b)	309
RECONCILING NEED AND SUPPLY			
7	**Total need for pitches**	**5 years (from 5)**	**350**
8	**Total supply of authorised pitches**	**5 years (from 6c)**	**309**
5-YEAR AUTHORISED PITCH SHORTFALL 2023/24 TO 2027/28			**41**

7.10 An explanation of the rows and data within the table now follows.

Need

Current households living on pitches (Table row 1a to 1e)

7.11 These figures are derived from council data and site observation data. In summary there are a total of 288 Gypsy and Traveller households living on pitches.

Current households in bricks and mortar accommodation (Table row 2)

7.12 The 2021 Census, the only official source of household information, reports a total of 164 households excluding White Roma households. Of these 164 households, an estimated 50.5% live in bricks and mortar accommodation or around 83 households.

Weighting of data

7.13 Household survey data has been weighted to take account of non-response households. For Gypsy and Traveller households the weighting is 288 (total households) divided by 177 (total responses plus planning data) = 1.627.

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

7.14 This was derived from information from the household survey and planning data for respondents currently on pitches.

7.15 Evidence for existing households indicates a net +19.1 (weighted) pitch need based on existing households planning to move in the next 5 years. This is based on data in Table rows 3a to 3g and includes an allowance for in-migration into the district. The in-migration allowance is based on the number of households who have moved onto a pitch in the past 5 years and originated from outside South Cambridgeshire. Regarding movement into and out of the study area, the household survey identified 12 (unweighted) households who had moved into South Cambridgeshire. Of these households 3 had moved either from Cambridge or from elsewhere in the East of England; 2 had moved from elsewhere in England; 3 from Scotland, 2 from Ireland and 2 had been travelling generally.

7.16 For households currently in bricks and mortar, based on national arc4 studies it is estimated that 5.3% of households living in bricks and mortar would prefer to live on a site which would equate to 4.4 households. However, there was little evidence of households actually moving from bricks and mortar to a site in the past 5 years. The 5.3% figure is based on 281 interviews conducted nationally by arc4 from households living in bricks and mortar accommodation.

7.17 The factors presented in Section 3 of the model result in an overall net requirement of +19.1 pitches (weighted) from existing households planning to move in the next 5 years.

Emerging households (Table row 4)

7.18 This is the number of households expected to emerge in the next 5 years based on household survey and planning application information. The total number is

+43.1 (weighted). 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. The model however does factor in need from 13- to 17-year-olds who are likely to emerge in the next 5 years but had not indicated this on the household survey.

Total need for pitches (Table row 5)

7.19 This is a total of current households on pitches, households on pitches planning to move in the next five years and demand from emerging households currently living on pitches. This indicates a total need for 350 pitches (288 existing households on pitches, a net need for 19.1 (weighted) pitches from existing households planning to move including in-migration, and a need for 43.1 (weighted) pitches from emerging households).

Supply

Current supply of authorised pitches (Table row 6)

7.20 This is a summary of the total number of authorised pitches occupied by Gypsies and Travellers and the number of vacant authorised pitches. Modelling assumes a total supply of 309 pitches. There are a total of 275 households living on authorised pitches and 34 vacant pitches on authorised sites. Based on site observation and discussions with households where possible, it is reasonably assumed that these pitches are available for occupation, although that may be restricted to family members or friends. Note there are also 13 pitches that are not permanently authorised and therefore not counted as part of supply. There are also 70 pitches occupied by non Gypsy/Travellers which have the potential to be counted as part of pitch supply.

Reconciling supply and need

7.21 There is a total need over the next five years (2023/24 to 2027/28) for 350 pitches in South Cambridgeshire (Table row 7) compared with a supply of 309 authorised pitches (Table row 8). The result is an overall need for 41 additional pitches. This excludes the potential supply of 70 pitches currently occupied by non-Gypsies and Travellers.

South Cambridgeshire longer-term pitch requirement modelling

7.22 Longer-term pitch need modelling has been carried out using known household structure information from the household survey of households living on pitches and planning data. 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.

7.23 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 2028/29 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 South Cambridgeshire. This approach has been tested at inquiry and the assumption has been corroborated by several Gypsy and Traveller interviewees. Analysis would suggest a total need for 89 additional pitches over the period 2028/29-2040/41 (Table 7.2). This should be considered as a minimum level of longer-term need as other factors such as net in-migration in the longer-term may have an impact on need.

Table 7.2 Future residential pitch requirements based on the assumption that 50% of children will require a pitch in South Cambridgeshire

Time period	Number of children reaching 18 years old	Number of pitches (rounded)
2028/29 to 2032/33 (5 years)	75	37
2033/34 to 2037/38 (5 years)	60	30
2038/39 to 2040/41 (3 years)	44	22
Total (2028/29 to 2040/41) (13 years)	179	89

South Cambridgeshire longer-term residential pitch requirement: allowance for longer-term migration

7.24 Table 7.3 considers the potential impact of longer-term migration on pitch needs, assuming that the trends observed in the past five years and used in the first five-year period (see Table row 3g in Table 7.1) are replicated over the longer term. Analysis would suggest a need for an additional 52 pitches. Longer-term modelling usually focuses on demographic need to reflect the increase in pitches to meet local need. It is recommended that the council notes the potential additional pitches that may be required in the longer-term based on recent migration trends and that any applications coming forward from in-migrant households to be considered through a criteria-based policy.

Table 7.3 Future pitch requirements based on longer-term migration assumptions for South Cambridgeshire.

Time period	Number of in-migrant households
2028/29 to 2032/33 (5 years)	20
2033/34 to 2037/38 (5 years)	20
2038/39 to 2040/41 (3 years)	12
Total (2028/29 to 2040/41) (13 years)	**52**

South Cambridgeshire overall plan period residential pitch need

7.25 Table 7.4 summarises the overall need for pitches across South Cambridgeshire over the period 2023/24 to 2040/41. The main drivers of need in the first five years are new household formation and in-migration.

Table 7.4 Gypsy and Traveller residential pitch need, South Cambridgeshire, 2023/24 to 2040/41

Period	Pitch need
5 year Authorised Pitch Shortfall (2023/24 to 2027/28) (A)	**41**
Longer-term need	
Over period 2028/29 to 2032/33 (B)	37
Over period 2033/34 to 2037/38 (C)	30
Over period 2038/39 to 2040/41 (D)	22
Longer-term need TOTAL to 2040/41 (13 years) E=(B+C+D)	**89**
NET SHORTFALL 2023/24 to 2040/41 (A+E) (18 years)	**130**
Annual net shortfall	**7.2**

7.26 As the council's principal responsibility is to plan to meet local needs, it is recommended that the need for 130 pitches is considered to be the minimum need based on the current profile of households and recent trends in migration. Longer-term migration may increase this figure but this can be assessed in future ANAs.

Options for meeting the need for residential pitches in South Cambridgeshire

7.27 The council should consider the following to help meet identified residential pitch need for Gypsies and Travellers. Firstly, turnover on existing sites. Secondly, regularising of sites that are not permanently authorised. Thirdly, additional pitch provision using existing sites. Fourthly, making pitches on existing sites available. Fifthly, sites becoming vacant through household dissolution. Finally, new sites for permanent pitches identified either as standalone sites or associated with major development sites.

7.28 It is also recommended that the new Local Plan has a criteria-based policy to inform future planning applications for sites.

Potential capacity for Gypsy and Traveller pitches on existing sites in South Cambridgeshire

Turnover on sites

7.29 Turnover relates to the number of pitches that are expected to become available for occupancy. Analysis only includes expected turnover on public sites as this is referenced in (former) government guidance and more accurate data on changes in pitch occupancy is likely to be available. Although there is likely to be turnover on private sites, the ability of households to move onto

private sites may be more restrictive (for instance the site may be restricted to a particular family) and less likely to be recorded.

7.30 Turnover on the two council sites in South Cambridgeshire is very low and therefore no turnover on these sites has been assumed.

Regularisation of existing sites

7.31 There are currently 16 pitches on sites within South Cambridgeshire that are not permanently authorised:

- 2 on sites with lapsed planning permission (2 occupied);
- 13 on sites with planning permission pending (11 occupied, 2 vacant);
- 1 on unauthorised sites (0 occupied, 1 vacant).

7.32 It is recommended that the council considers assessing these pitches against an appropriate assessment criteria and/or policy guidance to consider if they can be regularised (permanently authorised).

Potential for additional pitches on existing sites

7.33 Survey respondents suggested potential for additional pitches on existing sites within South Cambridgeshire (Table 7.5). Through discussions with residents on sites and private site owners, the ANA identified a total of between 45 and 60 potential pitches on authorised sites. It is recommended that the council investigate the potential for additional pitches on sites as a way of helping to meet need.

Table 7.5 Potential additional pitches on existing sites to help meet Gypsy and Traveller need, South Cambridgeshire

Site Code	Number of additional pitches	
	Minimum	Maximum
Priv4	1	2
Priv5	1	2
Priv29	2	2
Priv30	2	4
Priv30	4	4
Priv30	6	6
Priv37	2	2
Priv38	2	6
Priv42	4	4
Priv43	3	5
Priv45	2	4
Priv46/47	6	8
Priv54	3	3
Priv62	4	4
Priv65	3	4
TOTAL (all on authorised sites)	45	60

Vacant pitches on private sites

7.34 There are 34 vacant pitches on authorised sites in South Cambridgeshire which are included in the five-year needs model as an element of supply, as they are not being used for residential occupation or any other purpose, for instance storage. In addition, there are 2 vacant pitches on sites with planning applications pending and 1 on an unauthorised site. Based on site observation and discussions with households where possible, it is reasonably assumed that these pitches are available for occupation, although that may be restricted to family members or friends.

Potential for additional pitches on existing sites through household dissolution

7.35 When considering the potential future supply of pitches, consideration should be given to the potential availability of pitches due to household dissolution. By considering the age profile and household structures of households, there is the potential for 16 (weighted) pitches to become available through household dissolution over the period to 2040/41. The potential from household dissolution over the plan period is assumed where there are singles or couples aged 65 and over, with no other people living on the pitch.

Potential new sites for residential pitches

7.36 The council should consider whether there are any potential new sites either standalone or as part of major developments.

Impact of potential sources of supply on overall need in South Cambridgeshire

7.37 The overall residential pitch need in South Cambridgeshire over the next 5 years (2023/24 to 2027/28) is 41. There is a further need from 2028/29 to 2040/41 for 89 pitches. This results in a minimum overall need for 130 pitches.

7.38 From the assessments undertaken as part of this ANA and through discussions as part of the household survey, there is a potential supply of additional pitches through:

- Regularisation (16 pitches)
- Potential expansion/intensification (45 to 60 pitches)
- Household dissolution (16 pitches)

7.39 This potential supply could provide between 77 and 92 additional pitches. This has the potential to meet the five-year need and help meet longer-term needs. In addition there are 70 pitches on sites that are not occupied by Gypsies and Travellers.

7.40 Further work is recommended to consider all of the options for meeting the needs identified.

7.41 Notwithstanding evidence in this ANA on need, additional need may arise over the plan period, for instance households moving into South Cambridgeshire. It

is therefore recommended that the new Local Plan has a criteria-based policy to inform future planning applications for public and private sites.

7.42 It is implicit in this study that the needs arising from the private family sites will be met either through the use of vacant pitches on those sites or through new site provision. No turnover is assumed on private sites but over the plan period this may help provide pitches for occupation by Gypsies and Travellers in housing need.

Tenure preferences

7.43 As part of the household survey, households were asked about tenure preferences for new sites (base=63). There was a preference for pitches on private sites (61.1% overall) and 38.9% stated a preference for pitches on council sites.

Cambridge residential pitch need analysis: 5-year need model

7.44 Table 7.6 provides a summary of the 5-year pitch need calculation for Cambridge. As Cambridge does not have any sites, any need is likely to be through households in bricks and mortar preferring to live on a site. However, each component in the model is discussed to ensure that the process is transparent and any assumptions clearly stated.

Table 7.6 Summary of demand and supply factors: Gypsies and Travellers - Cambridge 2023/24 to 2027/28

RESIDENTIAL PITCH NEED			City of Cambridge
1	**Households living on pitches**	1a. On council sites	0
		1b. On authorised private sites	0
		1c. On sites with lapsed planning permission	0
		1d. Planning permission pending	0
		1d. On unauthorised sites	0
		1e. Total (1a to 1d)	**0**
2	**Estimate of households living in bricks and mortar accommodation**	**2021 Census estimate** (40 households of whom an estimated 80.8% live in bricks and mortar housing)	**32**
		Weighting for non-response	***0***
3	**Existing households planning to move in next 5 years or on unauthorised site**	**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 district (-)	0
		Currently in Bricks and Mortar	
		3e. Planning to move to a site in LA (+)	2
		3f. Planning to move to another bricks and mortar property (no net impact)	0
		In-migrant households	
		3g. Allowance for in-migration (+)	0
		3h. TOTAL Net impact (-3c-3d+3e+3g)	**2**
4	**Emerging households (within the next 5 years)**	4a. Currently on site and planning to live on current site (+)	0
		4b. Currently on site and planning to live on another site in the district (+)	0
		4c. Currently on site and planning to live outside the district (-)	0
		4d. Currently in bricks and mortar planning to move to a site in LA (+)	0
		4e. Currently in bricks and mortar and moving to bricks and mortar (no net impact)	0
		4f. Currently on site and moving to bricks and mortar (no net impact)	0
		4g. TOTAL (4a+4b+4d)	**0**
5	**Total Need**	**1e+3h+4g**	**2**
SUPPLY			
6	**Current supply of authorised pitches**	6a Current supply of occupied permanently authorised pitches (1a. and 1b. from households living on pitches)	0
		6b. Vacant authorised pitches	0
		6c. Total current authorised supply (6a+6b)	0
RECONCILING NEED AND SUPPLY			
7	**Total need for pitches**	**5 years (from 5)**	**2**
8	**Total supply of authorised pitches**	**5 years (from 6c)**	**0**
5-YEAR AUTHORISED PITCH SHORTFALL 2023/24 TO 2027/28			**2**

7.45 An explanation of the rows and data within the table now follows.

Need

Current households living on pitches (Table row 1a to 1e)

7.46 There are currently no households living on pitches.

Current households in bricks and mortar accommodation (Table row 2)

7.47 The 2021 Census, the only official source of household information, reports a total of 40 households, excluding White Roma households. Of these 40 households, an estimated 80.8% live in bricks and mortar accommodation or around 32 households.

Weighting of data

7.48 Not relevant as no interviews from households living on pitches.

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

7.49 For households currently in bricks and mortar, based on national arc4 studies it is estimated that 5.3% of households living in bricks and mortar would prefer to live on a site which would equate to 1.7 households. However, there was little evidence of households approaching the council to have their pitch needs met.

7.50 The factors presented in Section 3 of the model result in an overall net requirement of +2 pitches (rounded) from existing households planning to move in the next 5 years.

Emerging households (Table row 4)

7.51 This is currently zero as there are no households living on pitches from which demographic data can be used to establish if there are emerging households.

Total need for pitches (Table row 5)

7.52 This is 2 pitches based on households living in bricks and mortar who may want to live on a pitch.

Supply

Current supply of authorised pitches (Table row 6)

7.53 This is zero as there are no pitches.

Reconciling supply and need

7.54 There is a total need over the next five years (2023/24 to 2027/28) for 2 pitches in Cambridge (Table row 7) compared with a supply of zero authorised pitches (Table row 8). The result is an overall need for 2 additional pitches.

Cambridge longer-term pitch requirement modelling

7.55 This is calculated 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.

7.56 As there are no households living on pitches for whom demographic data can be obtained, longer-term pitch need cannot be calculated.

7.57 The longer-term need is presumed to be zero.

Cambridge overall plan period residential pitch need

7.58 Table 7.7 summarises the potential need for pitches across Cambridge over the period 2023/24 to 2040/41.

Table 7.7 Gypsy and Traveller residential pitch need, Cambridge 2023/24 to 2040/41

Period	Pitch need
5 year Authorised Pitch Shortfall (2023/24 to 2027/28) (A)	**2**
Longer-term need	
Over period 2028/29 to 2032/33 (B)	-0
Over period 2033/34 to 2037/38 (C)	0
Over period 2038/39 to 2040/41 (D)	0
Longer-term need TOTAL to 2040/41 (13 years) E=(B+C+D)	**0**
NET SHORTFALL 2023/24 to 2040/41 (A+E) (18 years)	**2**
Annual net shortfall	**0.11**

Options for meeting the need for residential pitches in Cambridge

7.59 The needs modelling is based on national estimates of 5.3% of households living in bricks and mortar preferring to live on sites. However, there are currently no sites in Cambridge and no specific households were identified through the ANA who needed a residential pitch.

7.60 Notwithstanding evidence in this ANA on need, additional need may arise over the plan period, for instance households moving into Cambridge. It is therefore recommended that the new Local Plan has a criteria-based policy to inform future planning applications for public and private sites.

Transit/stopping place requirements within Cambridge and South Cambridgeshire

7.61 There are a number of ways to deliver temporary places where Gypsies and Travellers can stop whilst passing through a local authority area. These include transit sites, stop over areas and negotiated stopping.

7.62 Households interviewed on sites in South Cambridgeshire were asked their views on transit provision (base=136) and a limited need for transit provision was reflected in their responses:

- 22.8% said there was an overall need for places where people can stop whilst travelling through the district and 77.2% said there was no need.
- When asked what type of provision was needed, 22.7% said there was a need for transit sites and 77.2% said there was no need. Of those who said there was a need for transit sites (base = 31), 13 stated a specific need, and all said up to 6 pitches. Responses favoured private ownership (70%) compared with council ownership (30%).
- When asked what type of provision was needed, 7% said there was a need for stopping places and 93% said they were not needed. Those stating a need (base=9), all stated a need for 4 or fewer pitches and around half said they should be provided privately and half said by the council.
- When asked about where places for people to stop should be located (base=27), no specific location was stated but responses were generally 'anywhere', 'all over' or don't know.

7.63 An indicator of transit need is unauthorised encampment activity and data for South Cambridgeshire and Cambridge is now presented. The range of data available covers the period 2017 to 2023 although there are some data gaps by year and local authority, and data on the number of caravans is very sporadic. Analysis of unauthorised encampments is based on the available data for both local authorities.

Table 7.8 Number of unauthorised encampments in Cambridge and South Cambridgeshire 2017 to 2023

Year	Cambridge City	South Cambridgeshire	Total
2017	No data	20	20
2018	2	14	16
2019	3	9	12
2020	1	3	4
2021	10	2	12
2022	14	4	18
2023	27	no data	27
Grand total	57	52	109

7.64 Over the seven-year period 2017 to 2023, there were 109 recorded instances of unauthorised encampment activity and the number of caravans was reported for 32 encampments. Based on the detailed information from 32 encampments:

- The number of caravans on unauthorised encampments has ranged between 2 and 15.
- The median number of caravans on an encampment has been 4.
- The modal number (the most frequently recorded number of caravans) was 3.

7.65 Information provided by the households concerned suggests that several encampments may specifically relate to households visiting friends and relatives at Addenbrooke's and Papworth Hospitals. Having discussed this

further with stakeholders, it is recommended that the councils consider how to strengthen evidence in this area, and also how and where stop over provision can be provided for those who need it.

7.66 Within Cambridge, recorded encampments tend to be: between February and October rather than just in the summer months, with no particular seasonality for events; in the Arbury/King's Hedges area to the north of the city; and family groups getting together during warmer periods. They have also increased over the last couple of years as noted in Table 7.8.

7.67 When considering transit need, the councils need to be mindful of new legislation through the Police, Crime, Sentencing and Courts Act (Part 4). This makes using land for stopping without permission a criminal offence rather than a civil offence. The Act gives police increased powers to act and introduces significant penalties (fines up to £2,500, impounding vehicles and prison sentences).

7.68 Although only a minority of household survey respondents indicated there was a need for transit provision, there is clear evidence of a need to provide land to address the need for temporary places to stop. There are several ways to deliver temporary places where Gypsies and Travellers can stop whilst passing through a local authority area, and in general councils are moving towards providing temporary stop over areas and negotiated stopping to help meet short-term transit need rather than developing transit sites.

7.69 A temporary stop over area is land which can be used on a temporary basis if unauthorised encampments occur or are likely to occur. They can be, for example, fields, grassed areas, areas of hardstanding or a mixture, but do not necessarily have to be at the side of a road. Temporary facilities can be provided when the temporary stop over is in use, for instance portable toilets and rubbish collection. Stopover areas would not require planning permission in the same way that a dedicated transit site would. Infrastructure, maintenance and management costs also tend to be much lower.

7.70 Negotiated stopping involves councils coming to an agreement with Gypsies and Travellers to using an unused piece of land as a temporary stopping place. The terms of the agreement can vary but in terms of best practice this usually includes 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).

7.71 It is recommended the councils should consider identifying areas of land that can be used for smaller encampments (up to 5 caravans), encampments of between 5 and up to 10 caravans and for larger encampments at least 10 caravans to accommodate Gypsies and Travellers passing through South Cambridgeshire and Cambridge. These figures reflect the range of needs evidenced through unauthorised encampment data and provide a flexible response to meeting the needs of households travelling through the study area.

7.72 It is recommended that the councils consider working with Gypsy and Traveller communities, Cambridgeshire County Council, health partners and other stakeholders to get a clearer picture of need and appropriate locations for temporary places to stop. This could include: developing a more coordinated

approach to gathering and sharing of data around unauthorised encampments; gaining a better understanding of travel and stopping patterns across local authority boundaries; and clarifying the extent to which stopping provision may be needed to enable hospital or other health related appointments and/or visits.

8. Travelling Showpeople residential plot need

Introduction

8.1 This chapter reviews the overall residential plot requirements of Travelling Showpeople across South Cambridgeshire and Cambridge. It takes into account current supply and need, as well as future need, based on modelling of data. It also includes planning policy recommendations for residential plots for Travelling Showpeople.

8.2 The calculation of residential plot 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 plot needs (see Chapter 2 for further discussion).

8.3 This approach requires an assessment of the current needs of Travelling Showpeople and a projection of future needs. It advocates the use of a survey to supplement secondary source information to derive key supply and demand information. Modelling presents an overall need based on the 2012 PPTS definition which is also called the 'cultural' need.

Travelling Showpeople plot residential requirement model overview

8.4 Residential plot need is assessed for two time periods. A short-term 5-year model looks at need over the next five years (2023/24 to 2027/28). A longer-term model looks at need beyond the five year period and up to 2040/41 arising from children likely to need a plot.

8.5 In terms of **plot need**, the 5-year model derives a figure for total plot need by considering:

- the baseline number of households on all types of site (authorised, unauthorised and temporary authorised sites) as of 31 March 2024;
- 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 plot.

8.6 In terms of **supply**, the model considers:

- total supply of current plots on authorised sites;
- supply from new sites being developed; and
- vacant pitches on authorised sites.

8.7 The model then reconciles total need and existing authorised supply over the next five years by summarising:

- total need for plots; and
- total supply of authorised plots.

8.8 The longer-term model then considers the cultural need beyond the five year period and up to 2040/41. This is based on the age profile of children under 13 living in Travelling Showpeople households on plots. Note there is no longer-term variant migration model for Travelling Showpeople because we have no specific data to model.

South Cambridgeshire residential plot need analysis: 5-year model

8.9 Table 8.1 provides a summary of the 5-year plot need calculation for South Cambridgeshire. Each component in the model is now discussed to ensure that the process is transparent and any assumptions clearly stated. To avoid confusion, the analysis considers the need from households and recognises that multiple households are living on one plot.

Table 8.1 Summary of demand and supply factors: Travelling Showpeople – South Cambridgeshire 2023/24 to 2027/28

TRAVELLING SHOWPERSON PLOT NEED			South Cambridgeshire District
1	**Households living on plots**	1a. On council yards	0
		1b. On authorised private yards	44 households
		1c. Total (1a to 1b)	**44 households**
2	**Estimate of households living in bricks and mortar accommodation**	**2021 Census estimate**	**N/A**
		Weighting for non-response	***N/A***
3	**Existing households planning to move in next 5 years or on unauthorised yard**	**Currently on yards**	
		3a. To another plot/same yard (no net impact)	0
		3b. To another yard in district (no net impact)	0
		3c. From yard to bricks and mortar (-)	0
		3d. To yard/bricks and mortar outside district (-)	0
		Currently in Bricks and Mortar	
		3e. Planning to move to a yard in LA (+)	0
		3f. Planning to move to another bricks and mortar property (no net impact)	0
		In-migrant households	
		3g. Allowance for in-migration (+)	0
		3h. TOTAL Net impact (-3c-3d+3e+3g)	**0**
4	**Emerging households (within the next 5 years)**	4a. Currently on yard and planning to live on current yard (+)	0
		4b. Currently on yard and planning to live on another yard in the district (+)	7 households
		4c. Currently on yard and planning to live outside the district	0
		4d. Currently in bricks and mortar planning to move to a yard in LA (+)	0
		4e. Currently in bricks and mortar and moving to bricks and mortar (no net impact)	0
		4f. Currently on yard and moving to bricks and mortar (no net impact)	0
		4g. TOTAL (4a+4b+4d)	**7 households**
5	**Total Need**	**1c+3h+4g**	**51 households**
SUPPLY			
6	**Current supply of authorised plots**	6a Current supply of occupied permanently authorised plots (1a. and 1b. from households living on plots)	44 households
		6b. Vacant authorised plots	0
		6c. Total current authorised supply (6a+6b)	44 households
RECONCILING NEED AND SUPPLY			
7	**Total need for plots**	**5 years (from 5)**	**51 households**
8	**Total supply of authorised plots**	**5 years (from 6c)**	44 households
5-YEAR AUTHORISED PLOT SHORTFALL 2023/24 TO 2027/28			**7 households (see paragraph 8.17)**

Need

Current households living on plots (Table row 1a to 1c)

8.10 These figures are derived from council data and site observation data. In summary there are a total of 44 household units living across 20 plots. Note that due to the size of the plots, no overcrowding is assumed (see Table 8.1).

Current households in bricks and mortar accommodation (Table row 2), and weighting of data

8.11 As Travelling Showpeople are not identified as a distinctive group within the 2021 Census, it is not possible to estimate the numbers living in bricks and mortar accommodation.

8.12 As information on all households living on plots was obtained, weighting of data has not been necessary.

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

8.13 This was derived from information from the household survey for respondents currently on plots. Of existing households currently on yards, the household survey indicates that none plan to move in the next 5 years. This is the sum of Table rows 3a to 3e. The needs model considers migration. The factors presented in Section 3 of the model result in an overall net requirement of 0.0 pitches from existing households planning to move in the next 5 years.

Emerging households (Table row 4)

8.14 This is the number of households expected to emerge in the next 5 years based on household survey information. 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. The model however does factor in need from 13- to 17-year-olds who are likely to emerge in the next 5 years but had not indicated this on the household survey. The total number is 7.

Total need for plots (Table row 5)

8.15 This is a total of current households on authorised plots, households on plots planning to move in the next five years and demand from emerging households currently living on plots. This indicates a total need from 51 households.

Supply

Current supply of authorised plots (Table row 6)

8.16 This is a summary of the total number of authorised plots occupied by Travelling Showpeople and the number of vacant authorised plots. Modelling assumes a total of 44 households, across 20 authorised plots. There are also 5 vacant authorised plots that are used for storage. As they are specifically used for storage, they are not included as part of the potential residential supply.

Reconciling supply and need

8.17 There is a total need over the next five years (2023/24 to 2027/28) from 51 households in South Cambridgeshire (Table row 7) compared with a supply of 20 plots which accommodate 44 households (Table row 8). Assuming that any additional household need is met through new plots, and the assumption for new supply is one household per plot, the result is an overall need for 7 additional plots.

South Cambridgeshire longer-term plot requirement modelling

8.18 Longer-term plot need modelling has been carried out using known household structure information from the household survey of households living on plots. On the basis of the age of children in households, it is possible to determine the extent of 'likely emergence', which assumes that a child is likely to form a new household at the age of 18.

8.19 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 2028/29 to 2040/41. The model reasonably assumes that 50% of children will form households when they reach 18 and that these households remain in South Cambridgeshire District. Analysis would suggest a total need for 10 additional plots over the period 2029/29-2040/41 (Table 8.2).

Table 8.2 Future residential plot requirements based on the assumption that 50% of children will require a plot in South Cambridgeshire District

Time period	Number of children reaching 18 years old	Number of plots (rounded)
2028/29 to 2032/33 (5 years)	6	3
2033/34 to 2037/38 (5 years)	11	6
2038/39 to 2040/41 (3 years)	3	1
Total (2028/29 to 2040/41) (13 years)	**20**	**10**

South Cambridgeshire overall plan period plot need

8.20 Table 8.3 summarises the overall need for plots across South Cambridgeshire District over the plan period 2023/24 to 2040/41.

Table 8.3 Travelling Showpeople plot need, South Cambridgeshire District 2023/24 to 2040/41

Period	Need
5 year Authorised Plot Shortfall (2023/24 to 2027/28) (A)	**7**
Longer-term need	
Over period 2028/29 to 2032/33 (B)	3
Over period 2033/34 to 2037/38 (C)	6
Over period 2038/39 to 2040/41 (D)	1
Longer-term need TOTAL to 2040/41 (13 years) E=(B+C+D)	**10**
NET SHORTFALL 2023/24 to 2040/41 (A+E) (18 years)	**17**
Annual net Need	**0.94**

8.21 As the council's principal responsibility is to plan to meet local needs, it is recommended that the need for 17 plots is considered to be the minimum need based on the current profile of households.

Options for meeting the need for residential plots in South Cambridgeshire

8.22 The council should consider the following to help meet identified residential plot need for Travelling Showpeople.

8.23 As all plots on yards are authorised there is no scope for regularisation. Although there are 5 plots that are used for storage, it is assumed that these are not available for residential occupation.

8.24 Yard owners have expressed an interest in developing more plots on yards and contact details have been provided to the council. It is recommended that officers engage with yard owners to determine the scope for additional development to meet need.

8.25 It is also recommended that the new Local Plan has a criteria-based policy to inform future planning applications for yards.

Cambridge residential plot need analysis: 5-year model

8.26 There are currently no plots on yards in Cambridge. Therefore no 5-year model of need is presented. The researchers were not made aware of any specific needs arising from Travelling Showpeople in Cambridge.

Cambridge longer-term plot requirement modelling

8.27 As there are currently no identified Travelling Showpeople in Cambridge, there is no data to model any longer-term need.

Cambridge overall plan period plot need

8.28 There is currently no identified need for Travelling Showpeople in Cambridge.

Options for meeting the need for residential plots in Cambridge

8.29 It is recommended that the new Local Plan has a criteria-based policy to inform future planning applications for yards should they arise.

9. Residential caravan park need

Introduction

9.1 The Housing and Planning Act 2016 (section 124) creates a duty under section 8 of the Housing Act 1985 to consider the needs of people residing in or resorting to a local authority area with respect to sites for caravans. It deletes sections 225 and 226 of the Housing Act 2004. arc4 considers that residential caravan parks principally provide accommodation to help meet general housing need.

Existing residential caravan parks in Cambridge and South Cambridgeshire

9.2 Across South Cambridgeshire, separate from Gypsy and Traveller sites, there are 11 residential caravan parks (with 5 or more caravans) with an estimated 267 residential caravans (Table 9.1). In Cambridge there are 2 residential caravan parks with 47 residential caravans (Table 9.1).

Residential caravan parks survey

9.3 Contact was made with site owners/managers to obtain their views on current and future demand, and whether additional residential caravan parks are needed in South Cambridgeshire and Cambridge. Three site owners/managers for sites in South Cambridgeshire responded to our questionnaire.

9.4 Residential caravan park owners/managers responses were only received for parks in South Cambridgeshire. The following were noted:

- Caravans are occupied by couples over 55 and retired people.
- Sites are generally fully occupied, although there are some vacancies.
- The optimum size is 40-50 caravans (although most existing parks are currently smaller than this).
- Respondents either said they are not sure if there was a need for more residential caravan sites or no more were needed as they always have some units for sale and there is no waiting list for accommodation.

9.5 Similar surveys carried out elsewhere have tended to show that:

- Residential caravan parks are mainly occupied by older singles and couples, with some specifically built for retirement living.
- There is a need for more affordable park home options.

Table 9.1 Residential caravan parks with 5 or more caravans

Cambridge Residential Caravan Park Address	Number of caravans
Park 1	23
Park 2	24
Cambridge Total	**47**
South Cambridgeshire Residential Caravan Site Address	**Number of caravans**
Park 3	37
Park 4	27
Park 5	12 residential and 30 touring vans
Park 6	5
Park 7	5
Park 8	39
Park 9	20
Park 10	35
Park 11	59
Park 12	18
Park 13	10 static and 80 touring
South Cambridgeshire Total	267 statics plus 110 touring

Conclusions on need for residential caravan parks

9.6 The evidence in the ANA corroborates the importance of having residential caravan parks which provide for a range of households. However, there is no specific need for more caravan parks. It is recommended that the councils rely on general housing policies in their Local Plan to inform future planning applications for the delivery of residential caravan parks should they arise.

10. Boat dweller need

Introduction

10.1 The Housing and Planning Act 2016 (section 124) creates a duty under section 8 of the Housing Act 1985 to consider the needs of people residing in or resorting to a local authority area with respect to the mooring of houseboats as part of the periodical review of housing needs. It deletes sections 225 and 226 of the Housing Act 2004.

10.2 In general, living on a houseboat is a lifestyle choice but there are small numbers of people who identify as Boat Travellers/Bargee Travellers who do not have permanent moorings.

10.3 Within Cambridge and South Cambridgeshire, the Conservators of the River Cam (CotRC) are the statutory navigation authority for the River Cam (from Waterbeach to the Mill Pond in Cambridge).

10.4 There are a number of different types of licence available. As well as licences that permit mooring at particular locations, there are also navigation licences; some specific to the River Cam and issued by the CotRC, and Environment Agency licences for boats wishing to navigate their waterways. There are also permanent moorings established on private property where ownership may negate the need for a mooring licence.

10.5 The adopted Cambridge Local Plan 2018 (paragraphs 6.50 to 6.54) acknowledges the importance of provision for boat dwellers. It sets out that although only a small sector of the population, they contribute both to the diversity of the city and to the supply of different forms of housing. It highlights that given the extensive use of the River Cam by other river users, the delivery of further residential moorings within off-river basins or marinas will be considered favourably. Policy 54 sets out the criteria-based policy for residential moorings. The adopted South Cambridgeshire Local Plan 2018 (paragraph 7.32) acknowledges that the delivery of additional moorings will relieve pressure on areas of the river within Cambridge. The adopted Local Plans 2018 include a joint allocation for off river residential moorings at Fen Road (as Site RM1 in Cambridge and Policy H/7 in South Cambridgeshire)

Existing residential moorings in Cambridge and South Cambridgeshire

10.6 Across South Cambridgeshire there are seven locations that provide moorings for boats.

10.7 Across Cambridge, 70 residential moorings are located on Jesus Green, Midsummer Common and Stourbridge Common and the City Council is the riparian owner of these moorings (this means they own land alongside the waterway). A map of Cambridge mooring locations is on the council's website at: Boat mooring areas - Cambridge City Council. It is not clear how many, if any, private moorings are being used as permanent residential moorings,

although it is a requirement of the River Mooring Licence that the boat is the licensee's sole residence.

Boat dweller survey

10.8 As part of this study, 8 boat dweller households were successfully interviewed to provide some insight into the characteristics of boat dweller households in Cambridge:

- 5 lived on narrowboats and 3 on houseboats.
- Most described themselves as boat dwellers who rent/own a residential mooring.
- 4 were singles and 4 were couples.
- Of the 12 people living on boats, 73% were aged between 40 and 59 and 27% were aged 60 and over; and mainly identified as being White British ethnicity.
- No-one said their accommodation was overcrowded.
- In line with licence requirements, none of the respondents had another home base.
- Reasons for being a boat dweller included: enjoying the lifestyle, cheaper way of living / provides affordable accommodation, and feeling part of the community.
- All rented a mooring and most owned their boat.
- All had mains electric/electric hook-up and solid fuel (coal/wood).
- All said access to domestic facilities and essential boat services was ok, for instance water for drinking/cooking, showers, toilet, waste disposal, postal services and maintenance.
- Most said they were happy with their current accommodation.
- Given the household profile, there were no emerging households identified.
- When asked if there was a need for additional moorings in the Cambridge/South Cambridgeshire area, 6 said no, one didn't know and one said a need for 10 moorings. There was a preference for renting rather than owning moorings.

Feedback from general consultation with Canals and Rivers Trust and boater households

10.9 arc4 has carried out a series of interviews nationally with houseboat residents. In general, living on a houseboat is a lifestyle choice but there are small numbers of people who identify as boat travellers/bargee travellers.

10.10 The Canals and Rivers Trust (CRT) are the national organisation responsible for issuing boat licences to residents and users of canals. Although there are no waterways which the CRT has responsibility for in South Cambridgeshire or Cambridge, the CRT provide useful background data to houseboat need.

10.11 Licences include those for permanent moorings, but these do not have to be residential moorings and most are for leisure purposes. It is also possible to have a licence without a mooring where the boater is required to 'bona fide navigate' meaning that the boater needs to keep moving around and not be in any location for more than 14 days.

10.12 Regarding the need for residential moorings, the CRT comment that based on their national boater survey, nationally the number of people living on boats has slowed and possibly declined slightly this year. To assist with planning for boater needs, the CRT comment that Local Plans/policies should acknowledge and support residential mooring if there are appropriate locations but would expect most permanent moorings to still be for leisure use. There is also a need for short stay moorings for leisure and residential boaters while they move around. The CRT also comment that many liveaboard boaters do so without having a permanent mooring as they can moor in many places - so it's not the mooring space but rather the availability of facilities for them to access (e.g., water points, wet waste disposal, refuse/recycling) that is important.

Stakeholder feedback

Need for permanent residential moorings for boat dwellers

10.13 Some stakeholders reported limited availability of moorings spaces in South Cambridgeshire and Cambridge. The CotRC Business Plan 2023 to 2028 notes that demand for moorings, either for leisure or residential purposes, exceeds supply. However, Cambridge City Council's waiting list indicates no current additional demand for residential moorings.

10.14 Stakeholders indicated that need is more likely to be Cambridge focused due to the nature of the rivers in the area. Although no specific evidence was provided to justify any potential additional moorings.

10.15 Stakeholders commented that there are an appropriate number of moorings in Cambridge, but they are not effectively managed and suggested there were a number which are not occupied and more that are not kept in good condition, both of which are in breach of the licence terms.

10.16 It was suggested by stakeholders that the facilities are inadequate, particularly the 'temporary' platform at the pump out station, which is not large enough for most boaters to avoid walking on the dangerous concrete structure beyond. Cambridge City Council comment that this is being managed through investment scheduled to repair the river bank, a project proposal being developed for renewable retrofits for boats, and funding for a second pump out having been secured.

10.17 Stakeholders highlighted that consideration should also be given to installing electric hook ups to reduce reliance on fossil fuels for heating.

10.18 Stakeholders noted that the availability and adequacy of necessary infrastructure and facilities to support residential boat moorings should be taken into account when looking at the number of moorings needed.

Potential locations and providers of permanent moorings

10.19 It was suggested by stakeholders that moorings should be in safe locations with access to appropriate facilities and with suitable highways access. Potential locations could be on existing waterways such as the River Cam, or in or near settlements, or along major rivers used as a travel route. Locations will need to be informed by evidence of need and demand.

10.20 Stakeholders suggested that moorings should be located in close proximity to amenities, transportation networks, shops, healthcare facilities, schools, and other essential services. It is important to ensure that the selected areas can adequately support the needs of boat dwellers. Potential mooring locations should have access to water, electricity, sanitation, waste management, and internet connectivity.

10.21 Stakeholders noted that provision may be by a range of organisations including Cambridge City Council (who are the riparian landowner of the 70 residential moorings in Cambridge), South Cambridgeshire District Council, relevant governing bodies, private marinas and the Environment Agency.

10.22 Stakeholders suggested that any increase in or expansion of moorings should take into account ecological conservation, water quality, and other environmental factors; although stakeholders provided no specific evidence that any increase in moorings was needed.

10.23 A stakeholder highlighted that it is also important to balance the needs of boat dwellers with the needs of other users of the river and the commons alongside where the moorings are located.

Conclusions on need for residential moorings

10.24 The evidence in the ANA corroborates the importance of having residential moorings which provide for a range of households who view living on boats positively. There were mixed views on the need for additional moorings, however no specific need for more residential moorings was identified. Cambridge's existing Local Plan Policy 54 sets out the criteria-based policy for the delivery of additional residential moorings should applications come forward, and it is recommended that the new Local Plan has a similar criteria-based policy that applies across Cambridge and South Cambridgeshire that will allow for further residential moorings to be considered favourably if all the criteria have been met. The Councils will need to consider whether to carry forward the joint allocation at Fen Road into the new Local Plan, following a review of its deliverability and viability as required by national planning policy.

11. Conclusion and recommendations

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

Gypsy, Traveller and Travelling Showpeople accommodation

11.2 There are well-established Gypsy and Traveller and Travelling Showpeople communities living across South Cambridgeshire and a small number of Gypsies and Irish Travellers in bricks and mortar accommodation in Cambridge. In addition, there is a notable Roma population in Cambridge living in bricks and mortar accommodation.

Future Gypsy and Traveller residential pitch need

11.3 **For South Cambridgeshire,** there is an overall minimum need for 130 additional Gypsy and Traveller residential pitches over the period 2023/24 to 2040/41. This is based on needs analysis of the needs arising from existing households, households on unauthorised sites, newly forming households, in-migrant households and current vacancies on existing public and private sites. Household formation and net in-migration are key drivers of future need.

11.4 In order to meet its need for pitches, the council should consider the following: turnover on existing sites, regularising sites that are not permanently authorised, additional pitch provision through intensifying or expanding existing sites, making pitches on existing sites available for occupancy by Gypsies and Travellers, sites becoming vacant through household dissolution, and / or identifying new sites for permanent pitches either as standalone sites or associated with major development sites.

11.5 From the assessments undertaken as part of this ANA and through discussions as part of the household survey, there is a potential supply of between 77 and 92 additional pitches through regularisation of unauthorised pitches, intensification and expansion of existing sites, and from household dissolution. This has the potential to meet the minimum identified short-term need and help to meet longer-term needs to 2040/41. In addition, there are 70 pitches where the occupier is presumed to not be a Gypsy or Traveller.

11.6 Further work is recommended to review the potential for additional pitch development on existing sites and the occupancy of permanent pitches.

11.7 Notwithstanding evidence in this ANA on need, additional need may arise over the plan period, for instance from a higher number of households moving into South Cambridgeshire than anticipated. It is therefore recommended that the new Local Plan has a criteria-based policy to inform future planning applications for public and private sites.

11.8 It is implicit in this study that the needs arising from the private family sites will be met either through the use of vacant pitches on those sites or through new site provision. No turnover is assumed on private sites but over the plan period this may help provide pitches for occupation by Gypsies and Travellers in housing need.

11.9 For **Cambridge**, there is a modelled need for 2 pitches which may arise from households living in bricks and mortar accommodation. This is based on national estimates of 5.3% of households living in bricks and mortar preferring to live on sites. However, there are currently no sites in Cambridge and no specific households were identified through the ANA who needed a site. It is recommended that the new Local Plan has a criteria-based policy to inform future planning applications for sites.

Transit/stopping place provision

11.10 The councils should consider how land can be provided for short-term use and particularly in response to the Police, Crime, Sentencing and Courts Act. Based on the evidence of unauthorised encampment activity, it is recommended that the councils consider developing a flexible approach to unauthorised encampment activity using negotiated stopping arrangements and temporary stopping places, rather than transit site provision.

11.11 It is recommended that the councils consider working with Gypsy and Traveller communities, Cambridgeshire County Council, health partners and other stakeholders to get a clearer picture of need and appropriate locations for temporary places to stop. This could include: developing a more coordinated approach to gathering and sharing of data around unauthorised encampments; gaining a better understanding of travel and stopping patterns across local authority boundaries; and clarifying the extent to which stopping provision may be needed to enable hospital or other health related appointments and/or visits.

Future Travelling Showperson residential plot need

11.12 There is an overall minimum need for an additional 17 plots over the period 2023/24 to 2040/41 across South Cambridgeshire. There are no Travelling Showperson yards in Cambridge and no specific needs have been identified. Current owners in South Cambridgeshire have expressed an interest in developing more plots on yards and it is recommended the council engages with yard owners. It is also recommended that the new Local Plan has a criteria-based policy to inform future planning applications for yards.

Residential caravan parks

11.13 Across South Cambridgeshire there are 11 residential caravan parks (with 5 or more caravans) with an estimated 267 residential caravans. In Cambridge there are 2 residential caravan parks with 47 residential caravans. The evidence in the ANA corroborates the importance of having residential caravan parks which provide for a range of households. However, there is no specific need for more sites. It is recommended that the councils rely on general housing policies in their Local Plan to inform future planning applications for the delivery of residential caravan parks should they arise.

Residential moorings

11.14 The evidence in the ANA corroborates the importance of having residential moorings which provide for a range of households who view living on boats positively. There were mixed views on the need for additional moorings,

however no specific need for more residential moorings was identified. It is recommended that the new Local Plan has a criteria-based policy that applies across Cambridge and South Cambridgeshire to inform any future planning applications for the delivery of residential moorings.

Future updating

11.14 The ANA should be updated on a 5-yearly basis to ensure in particular that the level of pitch and plot provision remains appropriate for the Gypsy, Traveller, and Travelling Showpeople, other caravan dwellers and the boat dwelling population across South Cambridgeshire and Cambridge.

Appendix A: Gypsy and Traveller Fieldwork Questionnaire

Questionnaire Number:	
Date and Time	
Site Reference	
Address	
General Data Protection Regulation (2018) and Data Protection	GDPR came into effect from 25th May 2018. This provides rights of people to control personal data held about them by organisations. This study is being done for South Cambridgeshire and Cambridge City Councils to identify if there is a need for more residential pitches and transit provision in the area. A report will be prepared based on the findings of these surveys. The information you provide will not be used for any other purpose. The information you provide will not be used to identify you personally, will be kept strictly confidential.

Can you please say if you are happy to carry on with the questionnaire on this basis?	**Yes**	**No**

1	Pitch/Property Type (and tenure if B&M)	
2	No . Statics/mobiles/chalets or bricks and mortar	
3	No. tourers/caravans	
4	Description of pitch occupancy	
5	No. households	
6	No. concealed households	
7	No. doubled up households	
8	Does anyone else use this pitch as their home? If so, who	

9	**HOUSEHOLD CHARACTERISTICS**			
		Gender	**Age**	**Relationship to respondent**
	Respondent			
	Respondent Gender			
	Respondent Age			
	Person 2 Gender			
	Person 2 Age			
	Person 2 Relationship			
	Person 3 Gender			
	Person 3 Age			
	Person 3 Relationship			
	Person 4 Gender			
	Person 4 Age			
	Person 4 Relationship			
	Person 5 Gender			
	Person 5 Age			
	Person 5 Relationship			
	Person 6 Gender			
	Person 6 Age			
	Person 6 Relationship			
	Person 7 Gender			
	Person 7 Age			
	Person 7 Relationship			
	Person 8 Gender			
	Person 8 Age			
	Person 8 Relationship			
	Person 9 Gender			
	Person 9 Age			
	Person 9 Relationship			
	Person 10 Gender			
	Person 10 Age			
	Person 10 Relationship			

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 ? (**c**aravan, **t**railer, **ch**alet, **h**ouse, **f**lat, **b**ungalow)	
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 if 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
30	HH1 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	HH1 What type of dwelling ? (**c**aravan, **t**railer, **ch**alet, **h**ouse, **f**lat, **b**ungalow)	
31a	HH1 If pitch, single (one static) or double pitch (for two statics)	
32	HH1 Have they travelled / plan to travel ?	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
	HH1 Moving to	
	HH1 Type	
	Single/double pitch	
	HH1 Travel	
	HH2 Moving to	
	HH2 Type	
	Single/double pitch	
	HH2 Travel	
	HH3 Moving to	
	HH3 Type	
	HH3 Travel	
	HH4 Moving to	
	HH4 Type	
	HH4 Travel	

	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 Portaloo, 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	
	Additional Comments:	

Appendix B: Glossary of terms relevant to the study

Bargee Travellers: Itinerant boat dwellers on Britain's inland and coastal waterways. This includes anyone whose home is a boat and who does not have a permanent mooring for their boat with planning permission for residential use

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.

Duty to cooperate: introduced in the Localism Act 2011 and is set out in section 33A of the Planning and Compulsory Purchase Act 2004. It placed a legal duty on local planning authorities in England to engage constructive, actively and on an ongoing basis with prescribed bodies on the preparation of a Local Plan. The Duty, as a legal test, has now been rescinded by the Levelling Up and Regeneration Act, which received Royal Assent on 26 October 2023. This has replaced the legal test with a soundness test (in national policy).

Gypsies and Travellers: Defined in DCLG *Planning policy for traveller sites* 2015 (which reverted in December 2023 to the 2012 PPTS definition) 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"*.

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).

MHCLG: Ministry of Communities, Housing and Local Government. Previously renamed DLUHC Department for Levelling Up, Housing and Communities in 2021 from the MHCLG in 2018. The ministry has oversight of policies to meet the needs Gypsies and Travellers in England.

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

Negotiated Stopping: involves Local Authority officers making an agreement with Gypsies and Travellers on unauthorised encampments. The agreement allows Travellers to stay either on the land they are camped on or move to a bit of land more suitable for all parties. The length of the agreement can also vary from 2 weeks to several months but tend to be around 28 days. The agreement is a local one and will vary but has so far included Travellers agreeing to leave sites clean and not make too much noise and the Local Authority providing waste disposal and toilets, sometimes showers and water too. See www.negotiatedstopping.co.uk for more information.

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, amended December 2023) 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) and amended in December 2023.

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.

Roma: Migrant populations from Central and Eastern Europe that have arrived in the UK in the last half-century. It is an umbrella term used to describe sub-groups including Sinti, Lovari, Erlides and others.

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 in DCLG *Planning policy for traveller sites* 2015 (which reverted in December 2023 to the 2012 PPTS definition) 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".*

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

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

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

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

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

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

Unauthorised development: Establishment of Gypsy and Traveller sites without planning permission, usually on land owned by those establishing the site.

Unauthorised development may involve ground works for roadways and hard standings. People parking caravans on their own land without planning permission are not Unauthorised Encampments in that they cannot trespass on their own land – they are therefore Unauthorised Developments and enforcement is always dealt with by local planning authorities enforcing planning legislation.

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

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

Yards: Travelling 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.

Appendix C: List of stakeholders contacted

The following stakeholders groups were contacted as part of the ANA process:

Category	Numbers
Council Staff	25
Councillors	47
Liaison Officers	8
Neighbouring Local Authorities	6
Traveller Groups	7
Houseboat organisations and marinas	14
Other Groups	5
Parish Councils – email sent by client	97